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ABSTRACT

Documenting the 25-year history of the North Carolina Community College System (NCCCS), this book focuses on each of the successive academic terms from 1963-64 to 1987-88. The chapters are grouped into five sections, corresponding to the lengths of tenure of the five NCCCS presidents: the (Isaac) Ready years from 1963 to 1970; the (Ben) Fountain years from 1971 to 1978; the (Charles) Holloman transition during the 1978-79 academic year; the (Larry) Blake years from 1979 to 1983; and the (Robert) Scott years from 1983 to the present. Each chapter is divided into short, one- to two-paragraph descriptions of transitional events, decisions, board rulings, policies, and incidents that affected the college. Examples of topics covered in the history include the following: (1) the beginnings of an open door comprehensive community college; (2) college finances, including budgeting and budget cuts, financial support, allocation of funds, and related educational legislation; (3) difficulties with the growing system, including enrollment deficits and civil rights issues; (4) short-term goals and long-range planning activities; (5) accreditation; (6) school politics; (7) systemwide growth, fiscal cuts, and future plans; (8) the emphasis on skilled workers; (9) fiscal restraints; (10) special legislation; and (11) desegregation rulings and issues. The chapters are followed by the "Preliminary Report of the Commission on the Future of the NCCCS ," by Sherwood H. Smith. A 104-item general bibliography and a 170-item bibliography of dissertations on topics related to North Carolina's community colleges and technical institutes are included. (JMC)

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The Community College System in North Carolina:

A Silver Anniversary History, 1963-1988

by

Jon Lee Wiggs

JC 910 057

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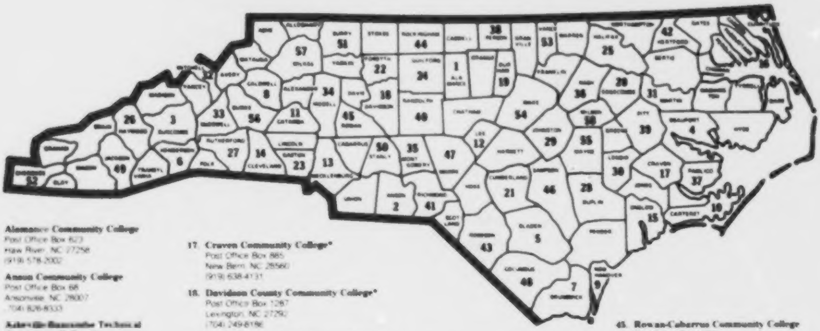

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AFFIRMATIVE ACTION/EQUAL OPPORTUNITY EMPLOYER

FOREWORD

by Robert W. Scott

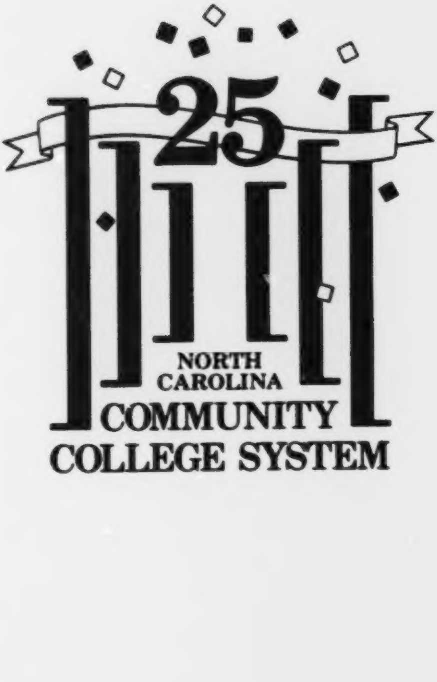
It has been said that the past is merely prologue. Nothing validates that statement more than the book you now hold. Read on and recapture the great sweep of events, ideas and people which, over the past twenty-five years, coalesced into our state's greatest educational accomplishment in this century — the North Carolina Community College System.

Yet, this is more than a history of community college education for North Carolina. The "grand experiment" of 1963 has become the state's best and greatest hope for the days ahead. In reading these pages, you will grasp the knowledge of our system's greatest traits.

The system founded in 1963 is not the system we have today. It has matured, adapted and changed along with the state. Ours is a system which marches in step with the changing world around it. Indeed, it can be safely said that our system has been a significant force in directing that change in North Carolina. We are proud of this heritage and tradition.

After a short twenty-five years, North Carolina's 58 community colleges have already established a remarkable and consistent record of service to the people of this state. I invite you to read more about us — whether you are familiar with our state or not — and see why North Carolina has, what I believe, is the premier community college system in the nation.

Robert W. Scott, President
North Carolina System of Community Colleges
Raleigh, North Carolina
February 10, 1989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NORTH
CAROLINA
COMMUNITY
COLLEGE SYSTEM

PREFACE

Five years ago I rediscovered community colleges. As a Chapel Hill freshman when Terry Sanford was elected governor of North Carolina in 1962, I still remember the intensity of the debate from Raleigh over the name change at State College. I remember the consolidation, the expansion of the University system, and a vague notion of a new system which had merged some public junior colleges with some industrial education centers started by former Governor Luther Hodges. But, it was twenty more years before I began to focus selectively upon this uniquely American institution—the "comprehensive" community college.

It's not just the Jeffersonian ideal in action which makes these locally responsive, "open door" institutions attractive. They are somehow a singular reminder of two separate but lasting observations from Will and Ariel Durant's *The Lessons of History*. First, that the standard by which those historians honor our present civilization is our commitment to universal education. Second, they have concluded that individual freedom and social equality naturally tend to oppose one another. The commitment to universal education, therefore, bears an additional responsibility in the Land of the Free — to assure equality of opportunity through our public institutions.

State legislators create agencies when they agree that some aspects of governing are more important than others, and when they agree that certain structures are more sensible than others for achieving selected goals. These agreements become manifested as organizations, develop their own institutional cultures, and acquire a collective social reality which transcends the summation of individual contributions. The policy development of that collectivity, the issue-driven decision-making which positions the entity relative to its environment, thus becomes a focus of competition over the definition of the situation. The resulting outcome, the public record, is a shared understanding: this is the starting place for my inquiry.

In academic terminology, social systems are symbolic inventions that exist because we believe in them. The North Carolina Community College System (NCCCS) is such a system, not just because the Legislature continues to will it into existence, but because there are citizens and educators and students and opinion leaders who legitimize the functions of community colleges and who "know" there is a rightful place for them in our society.

The crucible into which this amalgam of social, political, and educational ingredients is poured is the System's governing body. Governance refers to the structures and processes through which institutional participants interact with and influence each other and communicate with the larger environment. From 1963 through 1980, the central governing body of the North Carolina Community College System was the State Board of Education. Since January of 1981 it has been the State Board of Community Colleges.

My particular academic interest, that of organization development, carries with it a central concern about "mission" and its place in the ongoing programming of the organizational entity. My framework for analysis utilizes the concept of organizational culture and its implications for the process of leadership. Therefore, a study of this governing board and its decisions over time is, on the one hand, a specific instance from which to infer case study generalities as a contribution to a body of research. On the other hand, it is the culmination of an abiding interest in the social milieu which constitutes a field of professional practice. Fortunately, the disciplined process of coming to a patterned understanding of this System has a distinctly practical end result—it provides a rudimentary narrative history where none has existed before.

Segner, Mayberry, Penley, and Lochra (see Bibliography of Selected Dissertations) wrote the only previous doctoral theses which contribute to an understanding of the development of the NCCCS (the text which follows includes a prologue which owes a particular debt to Segner). None of these works, however, deals with either the System as a whole or with collective decision-making as its definitive characteristic. Consequently, it was with some measure of apprehension that I sought to generate a dissertation which dealt with the historical aspects of "mission" in North Carolina's Community College System, for there was no history to analyze.

Thanks to the timely arrival of Dr. Ben E. Fountain, Jr., as a member of the faculty in the Department of Adult and Community College Education (ACCE) at North Carolina State University, the idea for this project took on realistic dimensions. His abiding interest, insight, and encouragement made the undertaking a continuous delight. Thanks to department head Dr. Edgar J. Boone and graduate advisor Dr. Ronald W. Shearon, the project became a contribution to thematic research.

Thanks to the foresight of the State Board of Community Colleges and the confidence of State President Robert W. Scott, the necessary funding was made available through a grant to ACCE administered by Dr. Boone and supervised by Dr. Fountain. Thanks to Dr. Edward H. Wilson, Jr., Thomas C. King, Jr., and Jane C. Goodwin, the "publishable manuscript" of 850 pages made the transition to hardback. More thanks to Helen B. Dowdy and Dot T. Reardon — together we fought the good fight, finished the course, and kept the faith.

What is presented here is not so much a true narrative as it is a qualitative data base. It is an aggregation of facts which precedes critical analysis. Such patterns as may exist will emerge through selective perception. Thus, the story (as presented in chronological fashion) is intended to generate inductive understanding on the part of the reader. It is not a story which is set forth deductively with conclusions given voice through the writer. The quest has been to capture the facts and present them as objectively and straightforwardly as possible. This was done through purposeful sampling and systematic synthesis of the board minutes, access to selected archival materials, and parallel use of newspaper sources.

This approach deliberately avoided interviews and hearsay, reminiscences and vignettes. The choice was made not as a matter of preference, but in self-conscious awareness of the need to first establish a document-based foundation upon which such contributions can be erected. Consequently, what is presented is as much a call for papers as it is a tapestry of events. Just as the threads related to "mission" are woven throughout this history, so too are patterns that emerge concerning various issues which may be of selective interest to certain readers. Such readers may contribute manuscripts of 8-10 pages double-spaced to *Community College Review*, Box 7801, NCSU, Raleigh, N. C., 27695.

A final word of appreciation is due again to Helen B. Dowdy, and to Dr. Terrence A. Tollefson, Dr. Gerald B. James, Dr. G. Herman Porter, Dr. Raymond A. Stone, and colleague Glen D. Hunter for reading and commenting on various portions and various stages of the manuscript. Brenda Stone transcribed the dictated notes, Kramer Mitchell shuffled the plethora of unfiled papers, Hortense Clower tackled a monumental task of proofreading my rewrites, Julia McVaugh prepared the subject index, and Kim Ballenger (driving a Macintosh) turned the word processor text files into the final version of desktop typesetting.

Full measure of familial recognition goes to Caroline, Kent, and Mary Alice Wiggs. Caroline and Kent, both students at UNC, respectively researched the dissertation matrix and assumed neglected household chores to provide me, an NCSU lifelong learner, with more opportunities to spend less time with them. Mary Alice, an elementary school principal, was persistent enough to keep me organized and kind enough not to explain how it would be done at Duke: she read the chapters, listened to the frustrations, provided the balm of compliment and the lance of critique, and otherwise kept me on schedule for meeting the necessary deadlines.

In addition to words of thanks, I am compelled to include words of dedication and commitment. The commitment is to a spirit which I sense wherever I encounter faculty or students or administrators in local community colleges, or whenever I observe the state agency staff or the State Board in action. My way of expressing this commitment is as a credo, a personal vision of mission, a three-line summary of what I have rediscovered in North Carolina's Community College System:

> For every adult citizen, an open door to lifelong education;
> For every willing worker, a passport to marketable skills;
> For every capable learner, a wellspring of cultural literacy.

This book is dedicated in honor of the System's leaders who have championed educational values and risked political reputations in the arena of policy development. Their leadership contributions, described in the pages which follow, have defined the Community College System as a unique educational vehicle for North Carolinians. Because of their efforts, the vision which Charles B. Aycock brought to this state's governorship in 1900 has become manifest in the form of an educational system which truly can offer everyone the continuing "opportunity to burgeon out all there is within."

Jon L. Wiggs
January 30, 1989

Dedication

"It is not the critic who counts, not the one who points out how the strong man stumbled or the doer of deeds might have done them better.

"The credit belongs to the man who is actually in the arena, whose face is marred with sweat and dust and blood;

"Who strives valiantly;

"Who errs and comes short again and again;

"Who knows the great enthusiasms, the great devotions, and spends himself in a worthy cause;

"Who, if he wins, knows the triumph of high achievement;

"And who, if he fails, at least fails while daring greatly, so that his place shall never be with those cold and timid souls who know neither victory nor defeat."

— Theodore Roosevelt

Prologue to a Silver Anniversary History

The North Carolina movement which culminated in community college legislation in 1963 had its genesis 36 years earlier with the establishment of a tuition-free public junior college. The 1927 curriculum in Buncombe County Junior College was also more "comprehensive" than that offered in private colleges. That is, in addition to the liberal arts it offered vocational and technical programs in pre-nursing, industrial arts, secretarial science, home economics, and pre-aviation, as well as specialized training for primary and grammar grade teachers. In 1930 the N. C. Supreme Court upheld Buncombe County's right to support the thirteenth and fourteenth grades with local taxes, and in doing so established a precedent which had nationwide ramifications for the operation of junior colleges as part of public schools systems.

This early effort was primarily an outgrowth of the local public schools, an approach reminiscent of the European "gymnasium." However, the unique symbiosis which resulted in North Carolina's comprehensive hybrid of academic and technical education was a process which can be traced to Dr. Howard Odum's publication of an extensive study in 1936 (Ready, 1966:3). The report, entitled *Southern Regions of the United States*, admitted to President Roosevelt's characterization of the South as the nation's number one economic problem. What the South lacks, said the University of North Carolina professor, are capital and management expertise to conserve and develop natural resources, and educational institutions to conserve and develop human resources. For Odum, the place to start was with education. Develop the rich human resources of the region, he said. Capital and management know-how will be attracted as human knowledge and skills are developed. Odum sounded a word of warning, however. He did not think it possible, or even necessary, for the states in the Southern Region with their limited tax resources, to afford separate institutions for academic and technical education.

Buncombe remained the only public junior college in the state until 1947. Twelve off-campus extension centers were established by the University of North Carolina for the 1946 influx of post-war freshmen. A sophomore year was added in 1947. This prompted the conversion of the Wilmington center to a public junior college through a designating county bond election in March of that year. The municipality of Greensboro next chartered its own "Evening College" in 1948; it became a part of Guilford College in 1953. In 1949, just as the state's largest extension center in Charlotte was being closed down even as it experienced expanded enrollment, the N.C. General Assembly passed a timely bill. It authorized the Charlotte Board of Education to charge student tuition and to hold a local election regarding tax support.

The three public junior colleges in Asheville, Wilmington, and Charlotte, plus Carver College with black enrollment established by Charlotte in 1950, were supported entirely by some combination of local taxes and student tuition until 1955. It was then that the General Assembly first made some small grants-in-aid to the institutions. By this time they were called community colleges, a legacy of the 1947 report of President Truman's Commission on Higher Education. These "community colleges" petitioned in 1955 to be taken over outright by the state. They lost that battle but settled for the grants-in-aid, a small funding victory in another skirmish of the 36-year campaign which led first to 1957 and then to 1963.

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The 1947 Truman Report's use of "community college" terminology was imbedded in the need to break down economic and racial barriers to higher education. Dr. Clyde A. Erwin, State Superintendent of Public Instruction for 18 years prior to his untimely death in 1952, was attuned to current trends. He first advocated a study commission. Then he advocated the establishment of local commuter institutions to the State Education Commission authorized by the 1947 General Assembly and appointed by Governor R. Gregg Cherry. The Commission's report to the 1949 General Assembly, carrying forth Erwin's standard, made recommendations concerning the entire public school program in North Carolina. Among these recommendations were two community junior college bills which died in committee.

Nonetheless, the 1949 General Assembly did authorize a community college study commission, and partially funded it along with the Knapp Foundation (Hurlburt, 1984). Erwin appointed the commission and named Dr. Allan S. Hurlburt of Duke University as its chair. The Hurlburt Commission Report, drawing heavily from the Truman Commission Report, was the first state publication to solely address public community colleges. It advocated comprehensive institutions, it advocated free tuition, and it advocated a statewide network within commuting distance of all citizens.

Proximity, Hurlburt later noted, became a key point in part due to one of several studies funded by W. A. Kennedy, president of Kennedy Textile Machinery Company in Charlotte:

> It was he [Kennedy] who reported that more high school graduates in Charlotte were attending college out of North Carolina because of the proximity of out-of-state colleges. (Hurlburt, 1984)

Further, the Hurlburt report focused on the state's low percentage of college enrollment. It also emphasized the need to break down economic barriers, citing minimal correlation between the ability to succeed and the ability to pay.

The Hurlburt report's recommendations were submitted by Representative Roy A. Taylor of Buncombe County to the 1953 General Assembly. It passed two readings as House Bill 597 before succumbing to a mixture of opposition and circumstance. Erwin's untimely death did not bode well for the legislation. As Hurlburt (1984) would characterize Erwin—

> This great State Superintendent of Public Instruction...envisioned the role that education could play in changing North Carolina from an essentially agricultural state to one with a better balanced economy. It was he who commissioned me [Hurlburt] to ascertain the needs in North Carolina which could be met by a community college, and if the needs warranted it, to design and fix standards for such an institution.

There were fiscal concerns also in the face of unfulfilled public school needs. There was a general reluctance to tamper with the existing tax structure, the imposition of the segregation issue, the perception by church-related institutions of the public assistance as a threat, lack of enthusiasm by outgoing Governor William B. Umstead, and a general void in the necessary legislative leadership. Hurlburt attributed the defeat in the General Assembly to what were then three insurmountable problems: (1) fears of the private colleges; (2) fears that the system might be a vehicle for integration; and (3) the spectre of funding demands brought on by the behind-the-scenes presence of several separate bills designed to transform some existing institutions into community colleges—and he intensely felt the loss (Hurlburt 1984):

> One of the bitterest moments of my life was the defeat of the legislation at the third reading; but the concept had been launched, and following a subsequent study, the dream became a reality.

The loss resulted in delaying for North Carolina the progress of a community college movement which caught hold earlier in several other states. When Dr. James Wattenbarger, director of community junior colleges in Florida, served on the professional survey team which advised the Carlyle Commission in 1962, he was asked: "How did Florida get so far ahead of North Carolina in its community college development?" He reportedly replied: "Because we adopted the Hurlburt report."

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Even as the Hurlburt recommendations were being denied by the General Assembly in 1953, a study of the spectrum of higher education was being authorized. Governor Luther B. Hodges made the appointments. The Commission on Higher Education reported a lack of efficiency, unnecessary duplication, minimal overall planning concerning predicted enrollment increases, and a low percentage of participation by college-age youth. Its recommendation for the establishment of a State Board of Higher Education (SBHE) was passed by the 1955 General Assembly.

The first chairman of the State Board of Higher Education was D. Hiden Ramsey of Asheville. He soon began to advocate the development of tax-supported junior colleges. Ramsey stressed the economic savings for two-year academic transfer, but he joined with Dr. Harris Purks, the Board's first professional director who previously had served as Provost of the University, in deemphasizing the vocational and adult education functions. Dr. Hurlburt later recalled disagreeing strongly with the admission requirements Purks drafted for the community colleges (Hurlburt, 1984):

> Harris Purks and I...fell out over the admission requirements he was drafting for the community colleges. I criticized him justifiably for setting admission standards for the community colleges which were higher than those for admission to U.N.C. His reply was that we were 'not going to have any damn fly-by-night colleges in North Carolina.' This, of course, occurred in the development stage when he and I were trying to work together on long range standards and design.

Hodges apparently did not favor the comprehensive approach either, feeling that college parallel and vocational courses should not be combined. He apparently believed a dual approach could be funded. This position differed from the comprehensive train of thought which could be traced back to Odom's report in 1936 and to the Buncombe County beginnings in 1927. It also differed from attitudes held by some new members of the revamped State Board of Education. The Board had experienced deaths and retirements since the defeat of House Bill 597 in 1953, and there was thinking abroad that a system of vocational schools could ultimately become a system of comprehensive community colleges.

Meanwhile, the non-comprehensive focus of Hodges and Ramsey and Purks resulted in substantially more state support for public junior liberal arts colleges. In the somewhat misnamed "Community College" Act of 1957, local school boards were required to relinquish control to the State Board of Higher Education and separate local governing boards were prescribed. This use of local boards was a part of the Omnibus 1963 legislation, and remains in use today. Potential administrative districts in the 1957 act were confined to one county, precluding inter-county cooperation in sparsely populated areas for the approval of a required special tax to start a college. This was changed in 1963 to enable multi-county cooperative efforts. Terminal and adult programs were downgraded in 1957, and there was little effort to hold the line against tuition. The system today strives to upgrade such programs and to minimize the student cost. Following the 1957 enactment, Purks administered expansion with caution. Thus, only Elizabeth City in 1960 and Gastonia in 1962 voted for tax levys and gained charters to join with the existing institutions under the 1957 Act.

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The failure of HB597 in 1953 gave rise to a new strategy for proponents of the "comprehensive" approach, one that involved developing a network of area vocational schools which could eventually be converted into comprehensive institutions. This proved, by strategic necessity, to be the reverse of several other efforts in the movement nationwide. Raleigh's *News and Observer* on February 24, 1956, summarized this thrust in editorializing upon Governor Hodges's well-publicized intention to train a labor force which could attract more industry to the state:

> Governor Hodges now has clearly indicated that his conception of adequate secondary education is not one limited to preparation for college. He realizes, as more and more citizens and educators are beginning to understand, that higher education can not be the only end and aim of the public school.

While the State Board of Higher Education (SBHE) was being charged by the 1957 General Assembly with control of the "community colleges," the State Board of Education (SBE), reinvigorated after the 1953 defeat by an influx of newly appointed members and led by Dr. W. Dallas Herring of Rose Hill, requested $2 million and received $500,000 to implement a program of post-high school area-vocational schools. Apparently due to reservations by Herring and Governor Hodges concerning the commitment of Superintendent Charles Carroll, the chief administrator in the Department of Public Instruction (DPI), the funds were appropriated by the General Assembly to the Department of Administration pending a study which illustrated a definite need. This also effectively buffered the funds from the Departments of Labor and Commerce, which had their own spheres of influence separate from the governor's office.

However, this movement of funds was not inconsistent with the earlier Hurlburt Commission's rationale behind assigning responsibility to the State Board of Education (Hurlburt, 1984):

> Our Commission [in 1953] first recommended that the Community Colleges be the responsibility of the State Department of Public Instruction. At next to the final meeting of the Commission, Julian Alsbrook pointed out that this could not be done as the Department was [then] a creature of the State Superintendent of Public Instruction, [and] hence lacked legal status or permanence. For this reason, and importantly also because at that time the State Board had legal responsibility for federal vocational funds which

> would certainly be needed by the Community Colleges, we assigned the responsibility to the State Board of Education.

Even so, it was through Herring, as chairman of SBE and as member of the Commission, that the issue was pressed for the system to be administered by the State Board of Education.

The legislation authorizing what is referred to as the Industrial Education Centers Study was passed in June of 1957. Led by Herring and Charles McCrary of Asheboro, a special committee of SBE undertook a statewide survey of industrialists and educators to ascertain specific needs concerning area vocational schools. The final report to that Board in December suggested transfer of the funds from Administration to DPI primarily for the purchase of equipment. Operating funds were to be drawn from regular state and federal vocational budget funds. Facilities were to be supplied by local school units which successfully petitioned for the Industrial Education Centers (IECs).

Seven locations offering $2,513,554 in building facilities—Burlington, Durham, Goldsboro, Greensboro-High Point, Leaksville, Wilmington and Wilson—received initial approval by SBE on April 3, 1958. Eleven others were approved, but had to wait for future appropriations by the General Assembly—Asheboro, Asheville, Charlotte, Fayetteville, Gastonia, Kinston, Lexington-Thomasville, Newton-Hickory, Raleigh, Sanford and Winston-Salem. Of these original 18, eleven were in the Piedmont, four in the East, and three in the West. The Department of Administration (DOA) concurred with that final report and passed along the funds to the Board on April 11, 1958.

The Burlington IEC surged ahead in enrollment, benefitting from a strategy to focus a disproportionate amount of capital and guidance into an excellent example for others to emulate. Even so, certain key officials were opposed to the vo-tech component for public education, apparently including the State Supervisor of Trade and Industrial Education. Also, DPI Superintendent Carroll advocated one centrally located residential facility over the State Board of Education's preference for a network of state-wide, community-oriented facilities.

After A. Wade Martin moved up from Assistant Supervisor to assume formal leadership of Trade and Industrial Education within DPI during December of 1957, the direction of the program enjoyed a rapid growth. The Industrial Education Centers simply captured public favor so quickly that it soon encountered little resistance from legislators or other special interest leaders. Various industries donated equipment and corporate employees as instructors. The U.S. Department of Defense loaned a million dollars worth of machine tools in 1958. Even Superintendent Carroll's support was evident as early as the 1956-58 *Biennial Report*, and the 1959 and 1961 legislatures provided substantial increases in appropriated funds. By the end of the 1962-63 school year over 34,000 students were enrolled and the seven centers had been expanded to 20.

Once created the State Board of Education, the IECs were *funded* under the umbrella of the State Department of Public Instruction. This meant that the IECs were operated by local public school systems—they were administered by local superintendents and boards of education.

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The 1963 legislation brought the IECs under the newly created Department of Community Colleges, also an agency of the State Board of Education. Herring had commented upon this arrangement in a July 16, 1962, letter to Dr. Archie, Chairman of the State Board of Higher Education.

> Comments in "Under the Dome"...leave the impression that I influenced the Carlyle Commission to transfer control of the Community Colleges to the State Board of Education.
>
> The truth is, of course, that the proposal...was made by the *ad hoc* professional committee, of which you were chairman. I did not meet with the committee on this question, and you gentlemen arrived at your decision quite independently after long and careful professional inquiry and consultation with national and regional leaders in the community college field.

As part of the Omnibus Higher Education Act, the 1963 "community college" legislation merged the two parallel post-high school systems which had been funded since 1957—the public junior colleges, and the industrial education centers, both responsible to the State Board of Higher Education as well as the —under the direction of the State Board of Education.

The 1963 law was the outgrowth of Governor Terry Sanford's 1961 appointment of a 25-member Governor's Commission of Education Beyond the High School. Chaired by Irving Carlyle of Winston-Salem, a former state senator, it was charged with setting forth a blueprint for the future to address the concern over North Carolina's low state ranking (47th) in the number of college age citizens attending college. The concerns were documented by statistical evidence of an enrollment crisis published in January of 1962 by Dr. C. Horace Hamilton, a North Carolina State University professor of rural sociology.

The Carlyle Commission established a special study group on community colleges in March 1962 which came to be known as the College Survey Committee. In June 1962, the Carlyle Commission unanimously adopted that Committee's report which reflected need, location and service area suggestions made by the Hamilton Study. In turn, the advocacy of a system of low tuition comprehensive community colleges, under the administration of the State Board of Education, was embodied in the final report of the Commission's recommendations to the governor published in December of 1962.

Hamilton's influential study was a monumental effort in several parts. The first part argued for direct savings to tax-payers of capital outlay costs for dormitories at existing four-year institutions, and for ongoing savings of room and board costs to students and their parents. The second part set forth the study's objectives, with a major goal of determining optimum locations and potential enrollments. The third part discussed ideal commuting distances (30 miles) and ideal enrollment figures (400 minimum). The fourth part offered evidence that the state's needs were neither being filled by its private colleges (N.C. ranked 47th out of 50 in college-age enrollment), nor were they distributed conveniently or economically (66 counties did not have any). The fifth part discussed demographic projections of population factors related to higher education needs. The sixth part selected 55 tentative areas and undertook an explicit analysis.

There were numerous editorials in anticipation of the community college framework that the Carlyle Commission would recommend to the 1963 General Assembly. The overwhelming majority of the newspapers were favorable. *The Raleigh Times* (1/18/62) emphatically warned that "if something isn't done in 1963...the State of North Carolina won't be able to care for the higher education needs of all its young people." *The Winston-Salem Journal* (6/13/62) applauded "a carefully considered plan for a genuine community college system." Raleigh's *News and Observer* (7/15/62) declared that "the needs of North Carolina's young people...are not being met and sound development of the community college system offers one of the best means of meeting them." *The Asheville Citizen* (10/1/62) emphasized the "relationship between college location and attendance," and observed that "small colleges reach people."

Other favorable editorials, such as those in the journal of the North Carolina Education Association (*North Carolina Education*, 9/1/62), stressed the virtues of a "comprehensive" melding of the IECs and the public junior colleges; or pushed for control by the Board of Education rather than the Board of Higher Education in order to maintain adequate emphasis on technical and adult-vocational programs and to assure eligibility for federal funding; or suggested that college parallel programs need not involve a compromise of quality.

The two major themes of opposition were whether college parallel programs would be of high enough quality, and whether the public institutions would be a threat to comparable private colleges in the competition for students.

"All state-supported higher education in North Carolina would be degraded if the State's four-year colleges were permitted to lower their standards to accept poorly prepared community college products," said a *News and Observer* editorial (6/13/62). Dallas Herring, reappointed by Governor Sanford as chairman of the State Board of Education in a sharp break with the board's tradition of electing its own, pressed the standards issue with references to the Statue of Liberty in a December 1961 address to the UNC Faculty Club (*North Carolina Education*, 1962:15):

> Out of every one hundred boys and girls who walk through the golden door into the first grade of North Carolina's great public school system, only five graduate from college.
>
> We must be aware of the age we live in. This is...the age of the masses. Without education neither they nor anyone else can rule for long in peace.
>
> North Carolina lacks an articulate statewide policy in education beyond the high school. We often speak of a so-called 'system' of higher education, but we have not yet achieved such a system.
>
> The truth is a matter of common sense and fair play. There must be a high place in North Carolina's structure of education for this University,...but the State has the duty to provide alternatives for those it turns away—alternatives that are equally as meaningful in the light of their special talents and needs. For too long a time we have stopped short at this point.

Governor Sanford reprised the theme of 'fairness' as a response to the 'standards' issue one year and one month later to the same group. Sanford said that his administration favored a series of community colleges "which will help provide adult education throughout the state, which will give opportunities to those who would otherwise not have them, and [which] will take some of the pressure of numbers off the Consolidated University (*The Chapel Hill Weekly*, 1/9/63:2).

Sanford's reappointment had assured a close ally. As chairman of the State Board of Education, and as a member of the State Board of Higher Education, and as a member of the Carlyle Commission, Herring was then the state's outstanding lay leader in education. William C. Friday, who was then president of the Consolidated University, later characterized Herring thus (1988):

> Dallas Herring was always the one who said, "Yes, this is for technical training or technical skill, but also a bit of English literature, a bit of skill of the mind, a bit of philosophy, a little bit of the humanites." He saw, as every wise man has seen who had anything to do with education, that a person who doesn't have that experience is not an educated person in today's sense of it. You can not exist in this world without some understanding of the past, without knowledge of sociology and cultures of other lands because we are so intercontinental now.

Friday consistently shared the strong stand in favor of a state system for these community college institutions. His rationale focused on the Hamilton report and the enrollment crisis for the University (*The Chapel Hill Weekly*, 3/1/62:C,1):

> North Carolina stands near the bottom in the number of college-age students who actually enroll in institutions of higher learning.

Although Friday's favorable position was not preponderantly shared by the University faculty, his was ultimately a stand for the expansion of the educational franchise (1984):

> I am one of those people who believes fervently that this state can never afford to deny any person the right to go on to improve themselves to be more economically viable and productive if they want to and if they will qualify themselves. You just can't walk in, but if you have prepared and done your best then it is up to us to help you get there. I think once we admit you in the community colleges, university, wherever, it's our duty to help you succeed. That has been the mission that I've tried to follow all of my life.

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The concern with low cost public tuition and whether there was enough demand for higher educational services was at the core of private-college opposition, so much so that reassurances by the Carlyle Commission had begun even before any of the church-related institutions denounced the proposal publicly. The Baptist institutions led the way, true to what was then a denominational tradition of opposing state-aid to higher education. Speaking at the Baptist State Convention, the executive secretary of that group's Council on Christian Education, Harold Cole, castigated the work of the Carlyle Commission. So did Dr. Bud Smith, President of Wingate College. He urged active opposition and raised the spectre of federal aid, a position which was met by editorials in several newspapers. They chided this as a short-sighted position since "various private and church-related institutions...now receive large grants from the federal government" (*News and Observer*, 7/15/62:III,4).

Smith's warnings were seconded by Dr. John B. Bennett, Dean of Methodist Brevard College. Bennett vaguely suggested that the Hamilton report involved a seeming "inconsistency of considerable magnitude," to which Dr. Hamilton replied that Bennett should "put the youth of the state (rather than the private colleges and taxpayers) at the focus of his thinking" (*News and Observer*, 2/23/63:6). Hamilton noted Bennett's failure to mention North Carolina's increasing student population (*Greensboro Daily News*, 3/24/63:13). Hurlburt (1984), however, later stated:

> We did write restrictions into our report to protect private colleges, but I note that the community colleges have gotten around them by creating extension centers. Perhaps fears were justified.

Herring, a graduate of Presbyterian Davidson College, acknowledged the considerable opposition. He countered it by noting that the proposed legislation would not "damage or retard any other worthy educational effort...because it will bring thousands of people into higher education who would not otherwise attend colleges"; that "churches had no right to ask that we place a straight jacket on public higher education in order that we may preserve the status quo at so high a cost in human values"; and that "the false belief...we are upholding the quality of higher education when we follow policies that keep half of our...capable youngsters out of college...is neither a Christian principle nor a wise State policy" (*North Carolina Education*, Sept. 1962). Irving Carlyle said, "There will be more than enough students to go around for all the good institutions, public and private" (*Greensboro Daily News*, 9/16/62).

The Mount Olive Junior College *Newsletter* of July 1962 supported the community college proposal in an article (page 4) prepared by the college's president, Dr. W. Burkette Raper:

> If the churches feel that their junior colleges are threatened by public community colleges, the remedy lies in the churches adequately supporting the colleges they now control and founding new institutions that will serve our growing college population. Unless the churches are willing to assume a larger responsibility for higher education in North Carolina, they have no moral right to expect the state to stay its hand in providing more colleges. Young people cannot be denied a college education because of the vested interests of church-related colleges.

Governor Sanford appointed a group of private college presidents to report to him on the potential enrollment impact. They suggested private college scholarships. Sanford sponsored a bill which would have granted $200 state scholarships to students attending church-related colleges, a move which may have placated the resistance. That bill was still pending when the Omnibus Higher Education Act became law. It was never passed.

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The final report of the Carlyle Commission, published in December of 1962, contained sixty-one recommendations for improving higher education in North Carolina. Former UNC President William C. Friday later characterized it thus (1988):

> It was one of the great pieces of legislative action in the history of the state. Irving Carlyle who was the chairman of that group never got any credit for what he did. He took some very strong-willed and opinionated people and he put us all together into a sense of common dedication about the state.
>
> It was in that process that the Community College System was really born, that the university moved out across the state, [and] that we converted the teacher's colleges to different types of institutions, at least statutorily. We just changed the entire direction of what we were doing in the state.

The section of the Carlyle report entitled "Comprehensive Community Colleges" contained more recommendations than any other, and was referred to by Sanford as its "central recommendation" (*The Southern Pines Pilot*, 12/3/64:1). Its gist was that one post-high school system (rather than the two then existing) be established for two-year public institutions, and that these institutions (tailoring their offerings to area needs) would offer college parallel transfer programs, technical and vocational degree programs, and special interest adult education programs. The recommendation for governance was that it be vested in the State Board of Education rather than in the State Board of Higher Education; that administration would be through a professional Department of Community Colleges; that a seven-member nonprofessional Community College Advisory Council would advise the State Board; and that the local institutions would be administered by a local board of twelve trustees (subject to the rules and regulations of the State Board of Education).

As opposed to the 1957 Community College Act, the Carlyle report stipulated that a district could be composed of more than one county, thus opening the door in many areas. Land, buildings, and maintenance were to be local costs; equipment, furnishings, and libraries were to be funded by the state (sometimes with federal monies). Selected IECs were to have college parallel instruction added, but only with the approval of the State Board and only after local interest and needs were demonstrated.

One section of the Carlyle Commission's report which suggested a change in the State Board of Higher Education (from a regulatory function to one of coordination and leadership) was dropped (later to be enacted), but the 1963 General Assembly passed virtually the entire balance of the report. The comprehensive 1963 law came to be known as the "Omnibus Higher Education Act." Its impact was overshadowed in the public eye by a major controversy over the name change of N.C. State College.

Twenty-five years later, former University of North Carolina President William C. Friday had one perspective upon that name change battle (1988):

> The name change fight was a piece of foolishness. It should never have happened. It was just that [on] the board of trustees there were people...that said let's make it consistent. There were people on campus that said it won't cause any trouble—we'll just go ahead and do it. Well, they misread it. It is the kind of thing where leadership makes bad errors of judgment. It occurred almost as an accident. Nobody sat around and preconceived it as a strategy.

Dr. Isaac Epps Ready, the first state director (state president) of the N. C. Department of Community Colleges, had another perspective (1984):

> Chapter 115-A passed the General Assembly with a minimum of difficulty. Part of the reason was the changing of the name of North Carolina State

> College to North Carolina State University [of the University of North Carolina] at Raleigh.
>
> So, by drawing fire to that particular omnibus provision of the bill, we in the Community College program escaped with a minimum of opposition in the General Assembly.

The 1963 Act generated previously unparalleled benefits in higher education for the people of North Carolina—it made universities of institutions in Asheville, Charlotte, and Wilmington; it created a Consolidated University framework; and it unleashed the potential for a statewide system of truly comprehensive community colleges. Consequently, it was that Omnibus Education Act of 1963 which gave Dr. W. Dallas Herring, as chairman of the State Board of Education, the "bully pulpit" to preach the gospel of Total Education (Wiggs, 1987):

> The only valid philosophy for North Carolina is the philosophy of total education; a belief in the incomparable worth of all human beings, whose claims upon the state are equal before the law and equal before the bar of public opinion; whose talents (however great or however limited or however different from the traditional) the state needs and must develop to the fullest possible degree. That is why the doors to the institutions in North Carolina's system of community colleges must never be closed to anyone of suitable age who can learn what they teach. We must take the people where they are and carry them as far as they can go within the assigned function of the system. If they cannot read, then we will simply teach them to read and make them proud of their achievement. If they did not finish high school, but have a mind to do it, then we will offer them a high school education at a time and in a place convenient to them and at a price within their reach. If their talent is technical or vocational, then we will simply offer them instruction, whatever the field, however complex or however simple, that will provide them with the knowledge and the skill they can sell in the marketplaces of our state, and thereby contribute to its scientific and industrial growth. If their needs are in the great tradition of liberal education, then we will simply provide them instruction, extending through two years of standard college work, which will enable them to go on to the university or to senior college and on into life in numbers unheard of in North Carolina. If their needs are for cultural achievement, intellectual growth or civic understanding, then we will simply make available to them the wisdom of the ages and the enlightenment of our times and help them to maturity. [See *Proceedings: An Orientation Conference, Community Colleges, Technical Institues and Industrial Education Centers.* Raleigh: N. C. Department of Community Colleges, June 7-8 1964.]

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Part One

The State Board of Education, 1963 to 1981

The State Board of Education, 1963 to 1981

George Douglas Aitken
Ben H. Battle
State Treasurer Harlan E. Boyles
H. David Bruton*
State Superintendent Charles F. Carroll
The Rev. C. R. Edwards
Richard Cannon Erwin
Garland S. Garriss
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Lt. Governor James B. Hunt, Jr.
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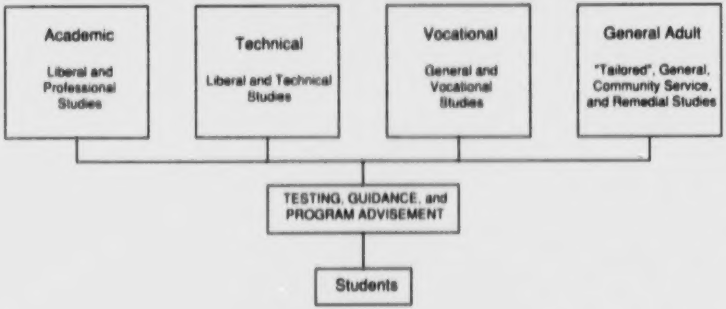
Lt. Governor Robert W. Scott
Mrs. Mildred S. Strickland
Dr. John L. Tart
Lt. Governor H. Pat Taylor
Dr. Harold L. Trigg
Mrs. Norma Turnage
Mrs. Evelyn S. Tyler
William S. Williams, Jr.

*service as chairman

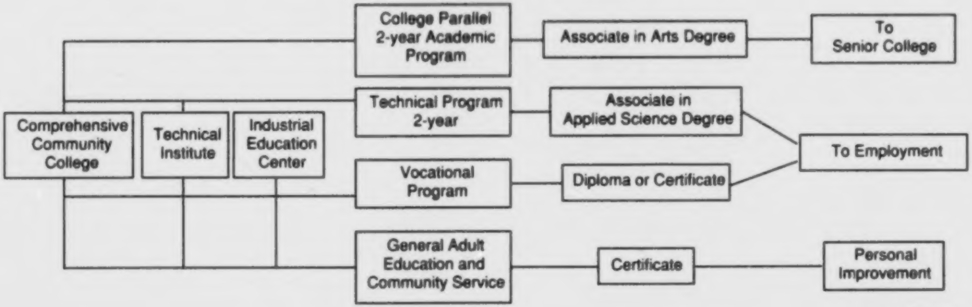
THE READY YEARS

1963 to 1970

The Open Door Comprehensive Community College


Academic
Liberal and Professional Studies
Technical
Liberal and Technical Studies
Vocational
General and Vocational Studies
General Adult
"Tailored", General, Community Service, and Remedial Studies
TESTING, GUIDANCE, and PROGRAM ADVISEMENT
Students

Educational Programs in the Institutions


College Parallel 2-year Academic Program
Associate in Arts Degree
To Senior College
Technical Program 2-year
Associate in Applied Science Degree
Comprehensive Community College
Technical Institute
Industrial Education Center
To Employment
Vocational Program
Diploma or Certificate
General Adult Education and Community Service
Certificate
Personal Improvement

March-May, 1965

CHAPTER ONE

1963-64: To Open a Golden Door

North Carolina's system of "comprehensive" community and technical colleges, sometimes characterized as a coordinated confederation, is the outgrowth of a legislated marriage in 1963 between an existing network of industrial education centers and a seminal system of public junior colleges (see Lochra dissertation). The System's genesis has been traced back 35 more years to a precedent of national significance, the public offering of a "comprehensive" academic-technical-vocational curriculum at tax-supported Buncombe County Junior College in Asheville (see Segner dissertation; Segner, 1974).

The action of the N. C. General Assembly (see Rowe dissertation) which went into effect on July 1, 1963, was initially introduced as House Bill 140 (Representative Greenwood and 24 others, 1963) and subsequently ratified as Senate Bill 72 on May 17 (Session Laws, 1963:500-527). It was the direct product of "Report of the Governor's Commission on Education Beyond the High School," a 1962 study headed by Winston-Salem lawyer Irving Carlyle ("Education Bill OK'd by Senate," N&O 4/20/63:6). It included financial provisions for $1 million in the 1963-65 budget, plus post-July 1, 1964, expansion provisions for $2.5 million under Chapter 115-A ("College Fund Approved," N&O 6/18/63:8). It provided for a new agency under the State Board of Education — the Department of Community Colleges.

The Department was authorized to administer 19 industrial education centers and eight extension units plus Mecklenburg College and College of The Albemarle:

> Prior to the passage of the Act...there were twenty operating industrial education centers under the State Board of Education, five junior colleges under the State Board of Higher Education, and one technical institute under North Carolina State [University]. A sixth junior college had been approved but was not open.
>
> At the time of reorganization, three of these colleges were made four-year institutions [at Asheville, Charlotte and Wilmington] and two others came under the new system.
>
> One of the [incoming] junior colleges [Mecklenburg]...was merged with an industrial education center and became a comprehensive communty college, now called Central Piedmont Community College. The other one was in Elizabeth City [College of The Albemarle].

> Thus, we started with twenty-one institutions — two community colleges [and] nineteen industrial education centers — and eight units in which clusters of extension classes were offered (Ready, 1964:19).

The two incoming community colleges were the only remaining two-year campuses provided for in the so-called Community Colleges Act of 1957. The other public junior colleges became four-year public senior colleges with passage of the May 17 legislation. Chapter 115-A seeded these 29 institutions within an administrative framework under the oversight of the North Carolina Board of Education. Within 18 months, by the end of the 1964 calendar year, there would be a total of 34 institutions in the System (NCSBE minutes, 1964l).

The State Board Responds to the Omnibus Act

The State Board of Education was pleased. At its June 6 meeting, the one next following ratification, the Board expressed a formal response to the Act to Promote and Encourage Education Beyond the High School (often called the Omnibus Education Act of 1963):

> In enacting into law the Higher Education proposals of Governor Sanford and the Carlyle Commission, the General Assembly has made possible the development of a greatly-improved system of education beyond the high school with well-defined functions and objectives assigned to each part of the system.
>
> All parts of the new blueprint are important and significant, but the State Board of Education especially welcomes the opportunity afforded to develop a system of comprehensive community colleges, technical institutes and technical education centers; and it is convinced that this new system, adequately administered and supported, will enable the State to improve its economic, cultural and social life in a way not otherwise possible (NCSBE minutes, 1963f).

The Board's tendency toward enthusiasm was fueled by some disturbing statistics, factors which also influenced the attitude of the State Board of Higher Education ("Community Colleges Seen as Economic Aid," N&O 2/7/63:9). As a percentage of college-age persons actually attending college, North Carolina ranked 46th among the 50 states as of the end of 1962. The state was 42nd in per capita income with just 6.3 percent of persons over age 25 having a four-year college education. Florida had initiated a community college system only eight years earlier, and by 1962 it was accommodating 52 percent of all that state's freshmen and sophomores. California, with a system of 69 institutions, was educating 75 percent of all that state's college students.

The legislative success was attributable to Governor Terry Sanford's political support. His biennial message on February 7 (Sanford, 1963a) had promoted the establishment "under the Board of Education, in conjunction with our Industrial

Education Centers, a system of comprehensive community colleges." And his budget message on February 8 (Sanford, 1963b) had called for $1 million to implement "a system of two-year comprehensive community colleges to offer both college and technical-vocational training."

Members of State Board of Education in 1963

The State Board of Education led by William Dallas Herring of Rose Hill, a member since 1955 and chairman since since 1957, was prepared for the passage of the legislation. Herring (see Mayberry dissertation), also on the Carlyle Commission and a member of the State Board of Higher Education, was generally recognized as the outstanding lay leader for education in the state (Segner, 1974:108), and had strong support from Governor Sanford who broke precedent by renewing Herring's 1961 appointment to the Board "as chairman." Sanford (1966:102) subsequently referred to Herring as the prime mover behind the IEC/community college movement.

The members of the State Board of Education in the spring of 1963 included Herring, DPI Superintendent Charles F. Carroll and State Treasurer Edwin Gill (*ex officio*), R. Barton Hayes of Lenoir, Charles McCrary of Asheboro, Charles Rose of Fayetteville, Guy B. Phillips of Chapel Hill, John M. Reynolds of Asheville, George Douglas Aitken of Charlotte, John A. Pritchett of Windsor, and Harold L. Trigg of Asheboro.

Epps Ready Named First State Director

At the June 6 meeting the Board approved a recommendation from its personnel committee, as presented by Aitken, and employed Dr. I. E. Ready to be the first director of the newly created Department (NCSBE minutes, 1963f).

Isaac Epps Ready (1903-1986) was a *cum laude* graduate of The University of South Carolina (1925) with a doctorate (see Ready, 1949) in education from New York University (1949). His academic credentials included graduate studies at Harvard University, Columbia University, The University of Chicago, and The University of North Carolina at Chapel Hill. He had been in Raleigh for five years, coming from the superintendency of Roanoke Rapids City Schools (see Fountain dissertation) to serve within the Department of Public Instruction (see Prince dissertation) as director of the statewide Curriculum Research Study (W. D. Herring, personal communication, 3/8/58).

Ready's immediate charge by the Board was to prepare a plan of organization and a first-class academic and technical curriculum for local institutions within the "system" (see West dissertation). He would be aided by a $15,000 grant ("School Board Gets $15,000 Study Grant," N&O 5/29/63:10) from the Fund for the Advancement of Education, a philanthropic arm of Carnegie Corporation (NCSBE minutes, 1963f).

Expansion and Growth Begin Immediately

The Board met in a special session on June 14 (NCSBE minutes, 1963ff), named its first Advisory Council, and considered some relevant aspects of the community college portion of the Omnibus legislation. An organizational structure was approved with Dr. Gerald B. James as Associate Director. All budgets and personnel in three Department of Public Instruction (DPI) sections — Industrial Education Centers (including libraries), Agricultural Technology, and Vocational Materials Laboratory — were transferred into the new Department of Community Colleges (DCC). This included state vocational education funds.

In action which exemplified the transition procedure, Gastonia and Leaksville City Boards of Education were designated as interim trustees for the industrial education centers in those respective locations. In addition, Director Ready was requested to write DPI superintendents where all other IEC units were located to arrange for an orderly transition of local property and funds.

On this same day, the Board went into joint special session with the State Board of Higher Education and followed through on action mandated by the legislature to transfer Mecklenburg College and College of The Albemarle from provisions under Chapter 116 (higher education) to Chapter 115-A (community colleges, technical institutes, and industrial education centers).

Expansion of the Community College System began immediately. Four IEC units — Sampson County, Onslow County, Morehead City and Sylva — plus an extension in Elkin were authorized at the July 11 Board meeting, and requests for approval of community colleges in Moore and Rockingham Counties were deferred until the August meeting (NCSBE minutes, 1963h). The Board also directed the Fayetteville City and Cumberland County Boards of Education to jointly select trustees for the Technical Institute at Fayetteville.

An Advisory Council is Established

The Community College Advisory Council "of at least seven members" provided for in Chapter 115-A-3 was established

> to advise the board on matters relating to personnel, curricula, finance, articulation, and other matters concerning institutional programs and coordination with other educational institutions of the State (Session Laws, 1963:505).

Two members were to be from the State Board of Higher Education (or its professional staff), and two from the faculties or administrative staffs of other State institutions of higher education. A total of 16 members had been named on June 14 (NCSBE minutes, 1963ff).

The Advisory Council first met on July 26 (NCCCAC minutes, 1963). Professor Allan S. Hurlburt of Duke Univerity had been named by Board

Chairman Herring as the Advisory Council's first chair. Dr. Hurlburt's name was synonymous with the Community College Study commissioned in 1952 by former DPI Superintendent Clyde A. Erwin. Dr. J. H. Ostwalt, a Davidson College professor who was serving as the chairman of The North Carolina College Conference Committee on Transfer Students, was elected vice chairman.

There were fourteen other members ("College Advisors Selected," N&O 6/15/63:18). Those with three-year terms were Hurlburt and Ostwalt, Dr. William C. Friday (the president of The University of North Carolina), Dr. Howard Boozer (the assistant director of the State Board of Higher Education), Mr. W. W. Sutton of Goldsboro (former chairman of both the State School Boards Association and of the United Forces for Education), and Mr. C. B. Martin (the superintendent of Tarboro City Schools).

Members with two-year terms were Mr. H. M. Arndt of Newton (Superintendent of Catawba County Schools), Dr. Bonnie Cone (President of Charlotte College), Dr. Robert L. Holt (Dean of East Carolina College), Dr. C. C. Scarborough (a professor at North Carolina State University of The University of North Carolina at Raleigh and Chairman of the N. C. Adult Education Association), and Dr. Lester Zerfoss of Asheville (an industrialist with American Enka Company).

Members with one-year terms were Dr. William C. Archie (the director of the State Board of Higher Education), Dr. L. C. Dowdy (the acting president of North Carolina A & T College), Dr. Carlyle Sitterson (the dean of the School of Arts and Sciences at The University of North Carolina), Mr. Alex McMahon (the executive Secretary of the Association of County Commissioners), and Mrs. Davetta Steed (the executive secretary of the N. C. League of Municipalities).

The Advisory Council's first meeting was attended by Herring, Ready, Fred Eason who had been upgraded from part-time to full-time in the Curriculum Research Study (NCSBE minutes, 1963f), and G. Herman Porter of Ready's DCC staff. Porter was elected to serve as secretary. His minutes of that meeting reflect seven key questions which would be addressed by the Council (NCCCAC minutes, 1963):

- What are adult education and community services needs, and how can they be best met?
- What criteria, including the level of local financial support, should be used in approving the establishment of institutions?
- How can the Board equitably recommend expenditure of the $2.5 million expected to be available as general fund surplus on July 1, 1964?
- What should be qualification standards for local administrators and teachers?
- How can training needs be met?
- How should an open-door admission policy be defined?

Institutional Development Policy Established

A General Policy on institutions was prepared for the August 1 Board meeting but for more than a year was not formally entered into the minutes. It stated, in part, that geographical dispersion was important for making opportunities available to all (see Lassiter dissertation); that standards set by the Southern Association of Colleges and Schools and by the North Carolina College Conference would be followed for college parallel programs; and that (italics added):

> *each* industrial education center, technical institute, and community college be *comprehensive* in its curriculum offerings as defined by law.

The policy also noted the following (emphases added):

> *Any* community college established *will* offer college parallel, (and) technical, (and) vocational, (and) general adult *and* community service programs (NCSBE minutes, 1964j).

First Board Approvals for New Institutions

The community colleges for Rockingham and Moore Counties were approved in principle at the August 1963 Board meeting (NCSBE minutes, 1963h), subject to approval by local voters of the required financial support, and IECs in Fayetteville and Wilson were approved for conversion to technical institutes. Similar requests for IECs administered under Goldsboro City, Lenoir County, and Rowan County Boards of Education were temporarily deferred for not having yet reached the proper "stage of development" ("Fayetteville, Wilson IEC's Being Upgraded," N&O 8/6/63:1).

Two matching grant priorities for local construction and remodeling were established at the August 1963 meeting. Funds out of the available 1963 appropriation of $2.5 million were to be equitably allocated on the basis of a "reasonable average cost" up to legal limits (NCSBE minutes, 1963h) with Priority One for the 1963-65 biennium and Priority Two for 1965-67.

Charles W. McCrary, the Board's Vocational Committee chair, presented a report at the September 5 meeting (NCSBE minutes, 1963i) which prompted the Burlington IEC's conversion to a technical institute, and Ready informed the Board that delegations from Burke, Caldwell and Richmond Counties were approaching the Committee about establishing community colleges.

McCrary's Vocational Education Committee obtained approval to technical institute status for Asheville-Buncombe IEC at the October 3 Board meeting (NCSBE minutes, 1963j). Authorization was also made for Ready and the Department to facilitate applications for similar approvals by other IECs.

Financial Boosts Through Transfers and Federal Funds

The most significant financial transactions of the year, and perhaps in all the history of the Department, began at that August 1963 meeting when the Board requested that the governor (as director of the budget) transfer funds from "Vocational Education" to "Department of Community Colleges." This amounted to an influx of $4,830,437 for 1963-64 and $5,465,033 for 1964-65, a significant boost in available resources when added to construction approprittions of $2.5 million and the $1 million earmarked by the Omnibus bill as initial funding for the Department. The Board also requested in-transfers of $87,640 and $96,140 from the Department of Administration, amounts respectively allocated for support of Mecklenburg College and College of The Albemarle. The Board then was ready to authorize surety bond coverage for system trustees and employees, and to give the go-ahead for Ready's first budget (subject to approval of the Budget Division of the Department of Administration).

John A. Pritchett's Finance Committee report at the September meeting (NCSBE minutes, 1963i) initiated the first of a continuing series of actions. These actions would prove to be second only to the August 1963 transfers in fiscal importance to the emergence of the fledgling Department. The motion was for acceptance of funds totaling $191,435 under the Manpower Development and Training Act (see Street dissertation). This was the first direct approval to accept federal monies. At the October meeting (NCSBE minutes, 1963j) further federal funds ($14,125) were embraced for "area redevelopment."

The Question of Multiple-County Support

The Community Colleges Committee, chaired by John M. Reynolds, reported at the October meeting (NCSBE minutes, 1964j) that there was only enough funds for developing five locations under Priority One in 1963-64. In addition to the already approved Rockingham and Moore colleges, Reynolds noted for information purposes that Wilkes-Surry (955) at either Mount Airy or North Wilkesboro, Burke-Caldwell (812) at either Morganton or Lenoir, and Columbus-Bladen (606) at Whiteville were areas best meeting two of the Hamilton Study and Carlyle Commission criteria — "not presently being served" and "enrollment potential" (note the numbers in parentheses).

The prospect of multiple-county cooperation (see byrd dissertation) was perceived as a potential controversy ("Under the Dome: Colleges," N&O 9/15/63:8) and became the subject of editorial support in the *News and Observer*:

> North Carolina's proposed community college network, which will eventually mean 15 of the two-year schools, must as nearly as possible give every student in the State equal access to the schools. And this can only be accomplished if neighbors forget county lines and consider themselves regions to advance together in education ("Crossing County Lines," N&O 9/15/63:4).

Board Chairman Herring responded to an October 3 letter from *News and Observer* editor Jonathan Daniels. The letter to Herring conveyed an inquiry about that September 15 editorial. The inquiry had been received by Daniels from W. Stanley Moore, editor of *The New Herald* in Morganton.

"Your editorial was right," began Herring's October 7 response to Daniels.

> Each community college should serve an area larger than one county. It is probably [best] to consider the number of high school graduates within commuting distance of the college.
>
> Your editorial...commented on the psychological problem involved in getting taxpayers in one county to authorize a tax levy on themselves to help build and operate a college in another county. This is part of the same old problem we have had to face in many relationships. It is real. There may be no practicable solution. We certainly can't wait for the General Assembly to consolidate counties — the day may never come, no matter how sensible it may be to do it (W. D. Herring, personal communication, October 7, 1963).

Implications for Integration

Underlying Herring's response to the issue of multiple-county support was an Advisory Council policy adopted on September 16 for "State Approval of Community College Applications." Its introductory paragraph stated:

> Since youth are equally worth educating without reference to location in the State, it would appear unnecessary at this time to say how many community colleges North Carolina should have.
>
> Probably not all of the 15 suggested in the Hamilton study will materialize, and probably others not suggested in the study will.
>
> Developing community colleges through a priority system and only where there is sufficient need or justification would seem to be the sounder approach (NCSBE minutes, 1963j).

Such egalitarian views proved to be not without social considerations in a time of integration tension. The problem of getting more than one adjoining county to work together was exacerbated, according to Ready, by areas like Halifax-Northampton where officials had been slow to seek a college because the institution would not be segregated ("Three New Colleges Likely to Be OK'd," N&O 10/3/63:2).

The integration issue was not a relevant issue as far as community college educators were concerned. Southern Regional Education Board director Winfred L. Godwin expressed the professional position one week after that November's Board meeting in an address to the faculty of N. C. State's School of Education. Godwin said that indeed community colleges would "increase higher educational opportunities for the Negro," but he warned that it would be "a serious and tragic distortion of the community college purpose to view it...as the institution primarily for Negroes" ("Community College Value is Cited," N&O 11/23/63:17).

However, even as a $1 million bond issue was approved (see Propst dissertation) for community colleges in Moore County ("Bond Votes," N&O 11/6/63:1), site location efforts across the state, while good, were not yet being met with unbridled enthusiasm. By the end of the first six months following the enacting legislation, a half-dozen counties had shown interest in taking on the responsibility of putting up 50 percent of the construction costs and 15 percent of the operating costs necessary to get one of the institutions ("Under the Dome: Enthusiasm," N&O 11/17/63:5).

Growth Continues Even in Atmosphere of Restraint

The State Board of Education was generally pleased with headway achieved by the fledgling Department, and chose the occasion of its November 7, 1963, meeting to formally express that appreciation to Director Ready and his staff (NCSBE minutes, 1963k). The timing coincided with the Board's final approval of Moore County Community College (soon to be renamed Sandhills) which had passed a public vote two days earlier. The Board also took the occasion to authorize Columbus County and Richmond County to proceed with public referenda.

As the Department of Community Colleges ended its first six months of operation, the Board was able to give final approval during its December Board meeting to Rockingham County as the location for the second new community college (NCSBE minutes, 1963l). This increased to four the number of confirmed comprehensive community colleges (Central Piedmont C. C., College of The Albemarle, Rockingham C. C., and Sandhills C. C. in Moore County). Two community colleges were pending local voter appoval (Columbus County and Richmond County). Four previous IECs (Fayetteville T. I., Wilson T. I., Asheville-Buncombe T. I., and Technical Institute of Alamance) had been upgraded to technical institutes as provided for under Chapter 155-A.

Although the numerical count of institutions being administered by the System had grown only slightly, primarily from the addition of the new IECs which had been authorized (Sampson County, Onslow County, Morehead City, and Sylva), the broad base of expansion was apparent in financial and enrollment data (N. C. Department of Community Colleges, 1968:42-50; N. C. Department of Community Colleges, 1970:83-109).

However, it may have been the funding growth through federal programs, those same programs to which integration's strings were attached, that across the state provided much needed extra nurturing of these local institutions toward an uncertain future. There was designated funding for the new agency from the Omnibus Act. There was an inter-departmental transfer of budgetary oversight for vocational education (which already had some federal funding). And there was some influx of funding attached to the public junior colleges formerly administered under the State Board of Higher Education. But new levels of federal assistance quickly became an invigorating factor. It started with the Board's September 1963 acceptance of $191,435 under the Manpower Development and Training Act (MDTA). This first step was followed immediately in October by acceptance of $14,125 under the Area Redevelopment Act (ARA). By December federal funding which had been accepted in just MDTA and ARA totaled $380,060. This was an amount which equaled 38 percent of the initial $1 million appropriation for administration which had been legislated for the new agency under the Omnibus Act.

Balancing Job Skills and Educational Standards

The first technical institutes received their final authorization at the January 1964 Board meeting (NCSBE minutes, 1964a). Industrial education centers at Asheville-Buncombe, Burlington (Alamance), Fayetteville, Goldsboro (Wayne), Wilson, Catawba County and Forsyth County were upgraded. Henceforth those institutions would offer technical, trade, general adult and community service programs. They were authorized to bestow Associate of Arts and Associate of Science degrees.

The first local presidents to be approved by the Department of Community Colleges under the 1963 Act were Dr. Raymond A. Stone at Moore County (Sandhills) Community College and Howard E. Boudreau at Fayetteville Technical Institute. Stone had served on the College Survey Committee of the Carlyle Commission, and had been on Ready's DCC staff. Stone asserted that college parallel students would be able to transfer and pick up course work in a smooth transition, and he saw the program as an "open door policy to all" ("Plans Move Ahead," N&O 1/26/64). His comments expressed the vision of excellence with access shared by many system supporters.

This upgrading of IECs to technical institutes, when combined with the movement toward having the public junior colleges become "comprehensive" community colleges by offering that same curriculum plus college transfer, summarizes the essential uniqueness of North Carolina's system. It also identifies the nexus of an ongoing paradoxical concern: "striking the proper balance between general education and specific training" (Scott, 1988:2). So, when policies governing the awarding of degrees, diplomas and certificates were adopted during the first Board meeting of 1964 (along with a general policy on business education courses which were to be offered at all the local campuses), the action marked the formal establishment of quality control procedures.

This problem of the Department's ongoing effort to focus upon educational standards while maintaining a job skills balance was seen by Dallas Herring as an opportunity. He shared some personal views about this in a January 1964 letter to Dr. Gordon B. Pyle, the Assistant Director for College Parallel Programs who had been employed by the Department the prevous September (NCSBE minutes, 1963j):

> Let us agree in the beginning that "academic freedom" will never become the excuse for inadequacy. Statewide minimal standards simply must apply, but they can be developed by free faculties and administrators working together under the aegis of State leadership. I see no conflict here, so long as we think in terms of building a floor of excellence above which the institution itself, through its own leadership, can erect its own individuality (W. D. Herring, personal communication, January 7, 1964).

A floor of excellence, an open door of opportunity — these two metaphors encapsulate much of the prescriptive philosophy which guided the Department during the Ready administration.

Advisory Council Committees Named

The Community College Advisory Council, with Dr. Allan Hurlburt as chairman, held its third meeting on January 23 and 24 (NCCCAC minutes, 1964a). The proceedings included an opening evening session, four morning subcommittee sessions, and a concluding general session. Several standing committees had already been named, and a five-member Coordinating Committee was comprised of Dr. Ready and the four committee chairs.

The Advisory Council's Facilities and Finance Committee was chaired by Dr. Bonnie Cone. It included two other council members, H. M. Arndt and Alex McMahon. Other committee appointees were State Senator Ralph H. Scott (D) from Haw River in Alamance County; Dr. Stacy Weaver, President of Methodist College in Fayetteville; and Dr. C. Robert Benson, Jr., President of Gaston College (Bonnie E. Cone, personal communication, January 10, 1964).

The Staffing and Faculty Committee was chaired by Dr. Robert L. Holt. It included four other council members: Dr. C. C. Scarborough, Dr. William C. Archie, Dr. William C. Friday, and Dr. Carlyle Sitterson. Other committee appointees were: Dr. Cratis D. Williams, Director of Graduate Studies at Appalachian State Teachers College in Boone; Dr. A. C. Dawson, the executive secretary of North Carolina Education Association; Dr. Ivy May Hixson, Academic Dean of Salem College in Winston-Salem; State Representative H. Clifton Blue, Speaker of the House from Aberdeen in Moore County; Mr. A. K. Hinds, Dean of Western Carolina College in Cullowhee; Dr. Kenneth R. Williams, President of Winston-Salem Teachers College in Winston-Salem; Dr. Richard Lionel Predmore, a professor of Romance Languages at Duke University in Durham; and Dr. Robert I. Hislop, President of College of The Albemarle in Elizabeth City (Robert L. Holt, personal communication, January 8, 1964).

The Curriculum Committee was chaired by Dr. Howard R. Boozer. It included two other members of the Advisory Council, Dr. Lewis C. Dowdy and Superintendent C. B. Martin. Other committee appointees were: Dr. C. Amos Abrams, the associate executive secretary of North Carolina Education Association; Dean John Bozard, Dean of Instruction at Appalachian State Teachers College in Boone; Dean Robert Davidson of St. Andrews Presbyterian College in Laurinburg; Mr. Hugh R. Fordyce, the assistant director of admissions at North Carolina State University of The University of North Carolina at Raleigh; President Richard Hagemeyer, of Charlotte Community College System; President William E. Highsmith of Asheville-Biltmore College; Dr. Samuel P. Massie, President of North Carolina College in Durham; Dr. John W. Moore, Dean of North Carolina Wesleyan College in Rocky Mount; President Cecil Robbins of Louisburg College; Dr. Herbert E. Speece, Head of Department of Mathematics and Science Education at North Carolina State of The University of North Carolina at Raleigh; and Dean Edwin G. Wilson of Wake Forest College in Winston-Salem (I. E. Ready, personal communication, January 23, 1964).

The Student Personnel Committee was chaired by Dr. J. H. Ostwalt. It included three other members of the Advisory Council: Mrs. Davetta Steed, Mr. W. W. Sutton, and Dr. Lester Zerfoss. Other committee appointees were: President Arthur M. Bannerman of Warren Wilson College in Swannanoa; Miss Ella Stephens Barrett, State Supervisor of Guidance Services for the N. C. Department of Public Instruction; Mr. Henry Bowers, the director of Erdahl-Cloyd Union at North Carolina State of The University of North Carolina at Raleigh; Mr. William L. Brinkley, Director of Undergraduate Admissions at Duke University; Dr. Richard C. Burts, Dean of Students at Davidson College; President S. E. Duncan of Livingstone College in Salisbury; Miss Sadye Dunn, Director of Admissions at The University of North Carolina at Greensboro; Mrs. Frances Eagleson, the registrar at North Carolina College in Durham; Dr. Elmer H. Garinger of Charlotte; Mr. James J. Stewart, Jr., Dean of Student Affairs at North Carolina State of The University of North Carolina at Raleigh; Dr. William H. Wagner, Superintendent of New Hanover Public Schools in Wilmington; and Mrs. Ann Gebhardt, Dean of Students at Queens College in Charlotte (I. E. Ready, personal communication, January 23, 1964).

Dr. B. Lamar Johnson, a professor of higher education at University of California at Los Angeles, gave a consulting report at that January 1964 Advisory Council meeting. During his comments he observed that California's use of the term "junior college" denoted a "comprehensive" institution, and that the usage was equivalent to North Carolina's reference to a "community college" (NCCCAC minutes, 1964a). He also noted that transfer students from the "junior" colleges to the state university in the California system fared equally as well as those students who entered directly as freshmen, and that the grade average of transfers was generally about .5 points higher on a 4-point scale. Dr. Johnson attributed the recognized success of California's system to four things — excellence in teaching, standards comparable to senior institutions, an emphasis on guidance, and the interest and support of the University of California.

The Question of Sites Adjoining High Schools

An admission and transfer policy of open door selective placement based on curriculum and course requirements was forwarded as a report of the Student Personnel Committee of the Advisory Council and received Board sanction at its February 6, 1964, meeting (NCSBE minutes, 1964b). The Department was also directed to budget for counselors and for a comprehensive curriculum which would include individualized instruction, such as a recently initiated program of programmed instruction at the IECs ("Programmed Instruction Begins," N&O 2/9/64:5).

The Board also took action in February stating that high school students could be enrolled only at the request of local public school authorities, and only until July 30, 1964 (the date was extended another calendar year at the next Board meeting) (NCSBE minutes, 1964c). This enrollment issue was closely related to a minor public disagreement concerning whether a community college should adjoin a high school. Higher Education Director Dr. William C. Archie said that such proximity

> may foster the notion that the college is just the 13th and 14th grade of the high school. Perhaps we need a sharper distinction ("Should a College Adjoin a High School?," N&O 2/7/64:3).

Dallas Herring agreed with Archie. Superintendent of Public Instruction Charles F. Carroll disagreed:

> I think that it would add much to the college — a feeling of companionship ("Should a College Adjoin a High School?," N&O 2/7/64:3).

It was a peripheral discussion which arose when the Board approved Surry County's site adjacent to Surry Central High School in Dobson.

The Question of Educating Teachers

An issue of greater long-term impact was the approval of funds for teacher education purposes. Board minutes (1964b) indicate that the Department was "conscious of the need for more trade and technical education teachers in the industrial education centers, community colleges, and technical institutes," and "anxious to assist N. C. State of The University of North Carolina in these areas of instruction" (NCSBE minutes, 1964b).

The question of teacher education went beyond North Carolina's boundaries. Later in the year Board Chairman Herring received a letter from a consultant to the Ford Foundation (Oliver C. Carmichael, personal communication, November 27, 1964) which expressed an interest in developing training centers for community and junior college teachers. Excerpts from Herring's response give an insight into the critical nature of the need and its relevance for North Carolina's new undertaking:

> The key to success of these institutions, beyond any question, will be the quality of teaching they provide.
>
> We need career teachers, not researchers — people who are broadly and deeply educated, who know their special fields and who look upon teaching as a calling of which one need not be ashamed.
>
> We hope that they will share with us the humanitarian goals of the community college system and will be challenged by them and by the opportunity to bring a meaningful education to tens of thousands whom the state hitherto has neglected — or actually forgotten (W. D. Herring, personal communication, November 30, 1964).

Funding to Administer MDTA

In late February of 1964 Governor Sanford announced a plan for the federal government to set up a Statewide program by July 1 which would offer basic academic schooling and job training for about 15,000 people. The program called for approximately $10 million in assistance under the Manpower Development and Training Act. "This is a program to get at the core of the employment problem," said Sanford.

> We are training many thousands of people each year in our State Industrial Education Centers, both on State and federal funds. But we tend to get the cream of the crop. In this comprehensive proposal under the Manpower Development and Training Act, we will try to help those who are really in trouble, who can't compete for jobs...and who have thought up to now that training wasn't for them ("Job Training Plan Bared," N&O 2/27/64:1).

The MDTA program would train 15,000 people in 62 different job categories and be administered primarily through the Department of Community Colleges.

The Specter of a General Fund Shortfall

An overriding concern for the Department in the early spring of 1964 was the decline of tax collections over the previous year. One year earlier, in the spring of 1963, the Omnibus Act had apparently made $2.5 million in matching construction funds available for 1964-65. But those monies were contingent upon an adequate General Fund surplus at the end of the 1963-64 fiscal year, and tax receipts were behind schedule as of the end of January. Each facility was earmarked to cost a minimum of $1 million, with $500,000 coming from the General Fund and the balance from a local bond referendum. Dr. Ready noted that two of the three colleges already approved should be able to proceed, even if they received no help from the State:

> Moore County voted a million dollars in bonds. The same was true of Rockingham County. In Columbus County they voted only $500,000, and they would have to wait until we could get some federal funds or some other help, if there is no surplus ("N. C. Colleges Counting on Surplus Cash,"N&O 2/11/64:1).

Expansion Includes Naval Vessel

The Board gave its final approval for Columbus County's "comprehensive" community college (Southeastern) in February (NCSBE minutes, 1964b). Rowan County's IEC was approved to become a technical institute in March (NCSBE minutes, 1964c). Industrial education centers and technical institutes were approved for Richmond and Caldwell counties; also, Burke County and Surry County received final approval as "comprehensive" community colleges at the April meeting (NCSBE minutes, 1964d). The April meeting also resulted in two resolutions — one which asked local governing boards to promote zoning regulations near facility sites, and another which required local community colleges to use the complete version of an authorized name. Also at the April Board meeting Dr. Robert G. Carson, Director of Instruction for the School of Engineering at N. C. State, was named to the Community College Advisory Council for a three-year term.

Community colleges in Lenoir County and Rutherford County were approved for referendum votes at the May meeting, although Davidson County's application was deferred (NCSBE minutes, 1964e). An extension IEC was approved for McDowell County through the Asheville-Buncombe Technical Institute, and a marine technology and commercal fishing program was approved for Wilmington Industrial Education Center.

Wilmington's IEC became a technical institute in June (NCSBE minutes, 1964f) along with centers in Pitt and Lenoir Counties, and the recently announced marine technology laboratory was funded for construction on a surplus naval vessel (the USS *Worland*) with $100,000 which the Board transferred from operating funds to capital improvements. Similar transfers enabled campus additions to be built at Wilmington ($500,000) and at Fayetteville Technical Institute ($200,000). This reallocation procedure would enable expansion of the System to exceed the expectations of many observers.

In other June action the Gastonia City and Leaksville City Boards of Education were authorized as interim boards for local IECs (with one-year authority), the site for Rockingham Community College was approved, and Dr. Warren A. Land was confirmed as President of Southeastern Community College in Columbus County. Also, the authorized "comprehensive" community college for Gaston County became an "A" Budget amendment for the 1965-67 biennium. This was the first such request beyond the $2.5 million contingency appropriation for 1964-65, and it marked the first time under the new agency that such funds were specifically attached to a specified location in advance.

First Fiscal Year Summaries Confirm Growth

In FY 1963-64 the Department of Community Colleges added to local expenditures a total of $4,074,962.21 for administration of the system (N. C. Department of Community Colleges, 1970:85-89). General administration expenses were 26.1 percent, curriculum instructional service 67.9 percent, extension instructional service 3.2 percent, and 2.8 percent was allocated for other related costs. Funds expended by local institutions for operation and maintenance of plant facilities totaled $603,897.68 (this figure also included any supplementary funds volunteered by local governments over and above the required matching amounts). Total capital improvement appropriations were $3,015,000 (more than three and one-half times the total of $850,000 which had been appropriated for community college construction prior to 1963).

The State's tax revenues met projections at the end of the June 30 fiscal year, so the General Fund surplus funding of $2.5 million for matching construction costs (and equipment purchases) was requested by the Board at its July meeting (NCSBE minutes, 1964g). The end of the Department's first full fiscal year also served as a benchmark for the continued growth of federal funding — Area Redevelopment Act receipts ($192,179) plus Manpower Development and Training Act receipts ($557,230) for the previous 12 months approximated three-quarters of a million dollars, 75 percent of the original operating amount authorized by the Legislature in the Omnibus Act. The System had achieved a substantive beginning for a promising future.

CHAPTER TWO

FY 1964-65: 19 and 2 Plus 8 Equals 34

The end of the Department's first full fiscal year served as a benchmark for the continued growth of federal funding — Area Redevelopment Act receipts ($192,179) plus Manpower Development and Training Act receipts ($557,230) for the previous 12 months approximated three-quarters of a million dollars, 75 percent of the original operating amount authorized by the Legislature in the Omnibus Act (NCSBE minutes, 1964g).

On the first of July the State Board of Education reported total course enrollment for the System at 72,677 in 1963-64, an increase of 8,751 over the previous fiscal year. Full-time equivalency totals (one FTE was equal to 16 hours per week for 44 weeks) had increased 99 percent to 8,580 students from 4,321 students in 1962-63. DPI Superintendent Carroll commented that contrary to the thinking of many people the country's adult education system, not college education, was the second largest after the public schools ("72,677 Studied in State Institutes," N&O 7/3/64:30).

August's Board meeting focused on approval of two more "comprehensive" community colleges as Davidson and Wilkes counties were authorized to ask voters to approve tax levies. The vote carried with it implications of requests for further revenue from the General Assembly, for the operation as well as the construction of those institutions. (NCSBE minutes, 1964h).

A number of budget changes were approved that August, the bulk of the transfers going to Cape Fear Technical Institute (Wilmington IEC) to provide an adequate amount for converting and equipping the USS *Worland* ($100,000). Insurance coverage costs of $6,100 (NCSBE minutes, 1964j) were also approved for the ship which, as a floating marine laboratory and training vessel, would be renamed "*The Advance II*" in honor of former Governor Zebulon B. Vance.

Three-Day Conference at N. C. State

Officials of the local institutions in the system came together for a conference August 24-26 at N. C. State. It was designed to acquaint them with goals system officials had for the school. Herring, the first speaker, used the opportunity to promote a statewide $100 million school construction bond issue set for November 3. He dubbed its potential passage "a substantial step toward the achievement of total education" ("Herring Defends Area College Plan," N&O 8/25/64:20). However, his remarks also indicated a measure of concern about its prospects:

> North Carolina has consistently accepted the ideal of universal education, but it has not always supported the ideas which would make an education available on equal terms to all of its people ("Herring Defends Area College Plan," N&O 8/25/64:20).

The three days of meetings concluded with predictions by Gordon B. Pyle, assistant director of the Department's College Parallel Division, that academic enrollment would approximate 6,475 students within three years ("Area School Enrollment Due to Rise," N&O 8/26/64). This was a projection based upon 12 community colleges becoming operational. Only College of The Albemarle (275) and Gaston College (700) were in place at that time. Central Piedmont (900), Sandhills (400), Rockingham County (600), Burke County (600), Columbus County (500), Surry County (500), Lenoir County (500), Rutherford County (400), Wilkes County (400), and Davidson County (700) all had community colleges underway.

New Industry Training Reserves Established

In September the Board gave tentative approval to a site in Rutherford County (near Spindale), subject to the local voters and board of trustees (NCSBE minutes, 1964i). Dr. Herbert F. Stallworth was approved as president for the community college in Burke County. Mr. M. J. McLeod, after a year of serving as the acting president at Cape Fear Technical Institute, was approved as president. And the Board gave its approval for the Department and the Controller to jointly approve 1964-65 supplemental budget allotments from State-aid funds to local institutions.

Further budget changes of $52,000 were made in October's Board meeting "to establish a reserve from which allocations may be made as needed to provide equipment for New Industry Training" (NCSBE minutes, 1964j). This action was taken along with an increase in trades and industry federal allotments for vocational education (and a comparable decrease in agriculture and farmer training) under the Smith Hughes and George Barden Acts.

Additional Appointments to Advisory Council

Some new members were named to the Community College Advisory Council in October. Mr. Charles B. Wade, Jr., Vice-President of R. J. Reynolds Tobacco Company in Winston-Salem, and Mr. Edwin Jones, President of Jones Construction Company in Charlotte, were appointed for three-year terms. Mr.

W. R. Crabtree, Manager of Maintenance and Service at Chemstrand Research Center in Durham, and Mrs. Mebane H. Burgwyn, Director of Guidance Services at Northampton County Public Schools in Jackson, were appointed for two-year terms. Archie, Dowdy, McMahon, Sitterson and Steed were reappointed for three-year terms (I. E. Ready, personal communication, October 1, 1964). It was announced to the Board that the Council was prepared to make a report of its recommendations during the upcoming November meeting.

Adoption of Policy on Establishing Institutions

There was a General Policy on Institutions approved that October which was entered as an amendment to the August 1963 minutes:

> It shall be the policy of the State Board of Education, in approving applications for the establishment of community colleges and technical institutes, to take into consideration distribution throughout the State so as to establish a system of institutions that, together with existing educational institutions, will make appropriate educational opportunity beyond the high school available to all citizens of the state.
>
> It shall be the policy of the State Board of Education to require that each industrial education center, technical institute, and community college be comprehensive in its curriculum offerings as defined by law. Any community college established will offer college parallel, technical, vocational, general adult and community service programs.
>
> The college parallel programs in community colleges will be designated to meet as a minimum the standards of the North Carolina College Conference and the Southern Association of Colleges and Schools (NCSBE minutes, 1964j).

Reference to this policy or to anything like it is not found in the August minutes. Its retroactive insertion may be seen as an indicator of increased local interest in, and competition for, community colleges authorizations.

Joint Report Suggests Nursing Programs

Another report of recommendations which would impact upon the System surfaced during the fall of 1964. Dr. Ray E. Brown, Director of the Graduate Program in Hospital Administration at Duke University, reported findings of a study made jointly for the State Medical Care Commission, the State Board of Higher Education, and the State Board of Education. A major facet of his conclusion was that schools of nursing should be established in the State's system of community colleges ("Community Colleges Urged to Establish Schools of Nursing," N&O 10/17/64:3).

In a related speech at the dedication of two Chowan College dormitories in Murfreesboro, Governor Sanford proposed a two-part program to provide tuition grants to students attending private colleges:

> The time must come immediately when no capable young person decides he cannot go to college because of a lack of money ("Governor Urges Tuition Grants," N&O 10/18/64).

Sanford said there must be "unlimited" loan funds, backed if necessary by a state guarantee.

College Approvals Contingent Upon FY 1965-66

On November 3 Lenoir County voters approved $150,000 in matching funds to convert the local IEC into a "comprehensive" community college ("School Board OKs College in Lenoir," N&O 11/6/64). Two days later the Board took its necessary action. As with the preliminary approvals in August which authorized referenda for Davidson and Wilkes counties, there were implications for funding needs beyond the present fiscal year. The wording which accompanied all new Board action indicated that local voters had given their approval and that

> state capital and current expense funds for the conversion and operation of this institution are being requested from the 1965 General Assembly (NCSBE minutes, 1964k).

Board OK Makes N. C. First to Adopt ABE Under EOA

In November 1964 Board action North Carolina became the first state to approve a State-level plan for adult basic education (ABE) under the Federal Economic Opportunities Act ("First Attack on Adult Literacy Launched in State With U. S. Funds," N&O 12/19/64:22). State funding would contribute $81,000 to match $819,068 in federal funds for this undertaking. The funds, actually received by the Department in mid-December, were earmarked as part of the Johnson Administration's war-on-poverty program ("N. C. Projects Get $928,768," N&O 12/17/64:2). In additional November action the Board authorized a contract with the Board for Fundamental Education in Indianapolis, Indiana, to provide teacher training in connection with Title II-B (the adult basic education program) of the Economic Opportunities Act (EOA).

Further Appointments to Advisory Council

Three more persons were named to Community College Advisory Council terms by the Board in November (NCSBE minutes, 1964k): Dr. Arnold K. King (see King, 1987), Vice President for Institutional Studies at UNC-Chapel Hill (three years); Mr. B. C. Mangum, President of the N. C. Farm Bureau Federation (two years); and Madeline McCain, Assistant Professor of Health at UNC-Greensboro (one year). *Former DCC staff member Samuel D. Morgan, a native* of Marion with a master's degree in industrial education from North Carolina State, was approved as president of Richmond County Technical Institute. Mr. Ernest B. Parry was approved as president of Forsyth Technical Institute.

Vocational Education Policy Reaffirmed

The December 3 Board meeting generated two major policy statements (NCSBE minutes, 19641). One concerned the procedures for approving capital assistance funds. The other addressed the System's commitment to its Vocational Education Department (see Everett dissertation) headed by acting director Dr. Harry Beard:

> The North Carolina State Board of Education reaffirms its purpose to continue to expand in the high schools, the industrial education centers, the technical institutes, and the community colleges.
>
> Since 1917, the State Board of Education has accepted the provisions of the federal vocational acts and has consistently encouraged and promoted vocational education in all parts of the state.
>
> More students are currently enrolled and more teachers employed in the field of vocational education than ever before in North Carolina. Courses approved in the schools are largely determined by the needs and the employment potential in a particular area (NCSBE minutes, 19641).

National Defense Education Funds Accepted

In December 1964 the Board accepted $406,016 in federal funds through National Defense Education (NCSBE minutes, 19641), $228,591 under MDTA and $819,068 through the Economic Opportunity Act of 1963. The EOA monies were for the Title II-B adult basic education program which carried the following wording:

> It is the purpose of this part to initiate programs of instruction for individuals who have attained the age of 18 and whose inability to read and write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, so as to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment and making them better able to meet their adult responsibilities (NCSBE minutes, 19641).

Federal Construction Funds Pursued

In further December action a tentative allocation of $500,000, one which held out the possibility of reimbursement by federal funds, was approved for Sandhills Community College in order to allow the local trustees to award construction bids (NCSBE minutes, 1964l).

Matching funds for area vocational school construction were also designated to Cape Fear Technical Institute ($500,000) and Fayetteville Technical Institute ($88,583) under the Federal Vocational Act of 1963, each contingent upon receipt of such federal funds and upon federal approval of the Board's authority to give such grants-in-aid.

Also, Mr. I. John Krepick was approved as the presidential appointment for Surry County Community College, Mr. Rodney Austin was approved as an Advisory Council member to fill the unexpired term of Charles B. Wade, Jr., and Lieutenant Governor-elect Robert W. Scott payed a courtesy visit to the Board to indicate his interest in pursuing a close working relationship.

Growth From 25 to 34 Units in System

As North Carolina's Community College system marked the passing of its second calendar year, there were only two instutution in the state which offered the entire range of comprehensive curricula — Central Piedmont Community College in Charlotte and College of The Albemarle in Elizabeth City (the merger of three local units into Gaston College did not occur until July 1, 1965). However, nine other comprehensive institutions had been approved.

Five of these nine had been assured of matching funds from the action of the 1963 General Assembly. Four of the five would be completely new facilities in Columbus, Burke, Moore, and Surry counties. The other, in Rockingham County, a new campus on a new site opened in the fall of 1965, after an industrial education center had been phased out that summer.

The remaining four of the approved nine would seek matching funding from the upcoming 1965 General Assembly. This would assure an upgraded IEC in Lenoir County (see Blizzard dissertation), new institutions in Rutherford and Wilkes counties and, as of the plebiscite which passed in December 1964, Davidson County.

At the end of calendar year 1964 the system was comprised of 11 community colleges, 12 technical institutes, 6 industrial education centers, and 5 extensions. This was significant growth in 18 months from two colleges, 19 centers, and four extensions. It gave North Carolina a substantial 34-unit network under the direction of the Department of Community Colleges.

Ready's Evaluation of System's Progress

Dr. Ready reported the operating costs system-wide at 65 percent from state funds, 15 percent from federal funds, and 20 percent from local funds (NCSBE minutes, 1964l). He also continued to promote the system's objective of making its services available to all the citizens of North Carolina ("Wayne County Technical Institute," N&O 11/29/64:III.1):

> People in sparsely-settled areas need education just as much as those who live in the heavily-populated sections. We offer extension work wherever there are not enough people to justify a full-fledged program.

Ready's public comments were consistent with his private response to an inquiry by Governor-elect Dan K. Moore. He requested a review of the "current status of activities and operations," any "plans for the future — including all major goals," and "a brief description of any legislation that your department would like considered by the 1965 General Assembly" (Dan K. Moore, personal communication, November 11, 1964). Ready's response included the following statements:

> During 1963-64, over 70,000 individuals enrolled in our institutions for short or full-time educational programs.
>
> We should, by September 1966, have open 12 community colleges, 12 technical institutes, 5 industrial education centers, and 13 extension units. A change will be needed in the law to enable our institutions to get started in the two-year registered nurse program strongly recommended by the study by Dr. Ray Brown (I. E. Ready, personal communication, November 13, 1964).

Ready's patient but unwavering focus upon long-term growth and viability would serve the department well during the Moore administration, for the incoming governor did not share Terry Sanford's priorities when it came to the fledgling system of community colleges.

Apprehensions Lead to Publication

Board Chairman Herring had, during the summer of 1964, expressed a concern to Dr. Ready about the implications for the System brought about by the change in political direction manifested in the conservative nature of the gubernatorial candidacy of Dan K. Moore. He felt that there was a real danger to the progress in education at all levels, and realized his public support of L. Richardson Preyer in the primaries might seriously hamper what could be accomplished during the next four years:

> The chairmanship may shift when new members are added to the Board. There will be a liberal Lieutenant Governor [Scott], but his role will be complicated by political considerations. At the very least, the new political complexion is bound to have some effect.
>
> I certainly intend to take a strong stand for continuing our present course, even if I do not remain throughout the term as chairman. We could become the focus of liberal sentiment in a hold-the-line administration. If we do, we certainly must keep the issues, rather than the personalities, before the people. In either event this job will require the utmost of us (W. D. Herring, personal communication, June 16, 1964).

This correspondence reflected upon several issues in a self-conscious review of alternatives for reaching the public. Herring boiled it down to two necessary focuses of action — the news media and an in-house publication. While giving the former its due, he noted that there was ample precedent within state government for the latter. The gist of the three-page June 16 letter was to give personal approval for a departmental publication and to cite it as a potential difference between success and failure. The first issue of *The Open Door* was published in the spring of 1965.

Civil Rights Act Discussion Initiated

The Civil Rights Act of 1964 was on the front burner for the State Board of Education and for the public in general in January of 1965 (see Jenkins dissertation). At the first Board meeting of the new year Dr. Carroll spoke briefly on some of its ramifications for integration within the System, then the Board moved to continue to study the matter with a view to taking action at a later date (NCSBE minutes, 1965a).

The Board approved both the action of the trustees of Isothermal Community College in electing Mr. Frederick J. Eason as president, and a request from the board of trustees for Caldwell Technical Institute to approve the site south of Lenoir for its campus. Then the Board approved the request of the Robeson County Board of Education to establish an extension unit from Fayetteville Technical Institute.

A New Governor, A New Challenge

Governor Dan K. Moore presented his inaugural address to the General Assembly on February 4, 1965. When he discussed public education, he promised to utilize fully the recently passed $100 million school bond issue and he elaborated upon seven specific recommendations. When he reviewed the Consolidated University he spoke at length about approving Charlotte as a fourth campus, about changing the selection and role of U. N. C. trustees, and about the enrollment crisis at institutions of higher learning. However, his comment about community colleges was more succinctly stated:

> Full support must be given to the community colleges (Moore, 1965a:4).

It was accompanied by an unspecific statement that facilities for vocational training, Industrial Education Centers and Technical Institutes "must continue to expand."

The State Board of Education met in the afternoon following that legislative address, but the minutes do not reflect any immediate comments in response to the direction posed by Governor Moore. Instead, the tone of this session was business as usual. This included granting final approval for the conversion of Davidson County Industrial Education Center into a "comprehensive" community college (NCSBE minutes, 1965b).

Policies on Teachers Waived Certification

In order to give guidance to the higher education institutions reporting to the Board — i.e., community colleges, technical institutes, and industrial education centers — several policies on the preparation of teachers were passed at the February Board meeting (NCSBE minutes, 1965b). Formal certification of teachers by the Department would not be required. Each institution, without any specific credit hour requirements prescribed by the State Board of Education, would develop the teacher-education requirements it deemed best.

Local Internship Practicum Recommended

At the first of two February sessions the Board made a recommendation to implement a paid internship or practicum at the local institutions (NCSBE minutes, 1965b). A policy was reaffirmed which required the institutions to meet the accreditation standards established by the Southern Association of Colleges and Schools in all Associate of Arts degree programs. Also, rules and regulations were adopted relating to the work study program for vocational and technical education students in any of the three types of institutions.

Durham Industrial Education Center was approved on February 4 to become a Technical Institute offering technical trade, general adult and community service programs. Its trustees (see Reavis dissertation) were licensed to award the Associate in Applied Science degree in curricula which had already been approved, and the Department was authorized to give new certification to technical curricula in which the institution met State Board of Education standards so that appropriate new degrees might be granted.

Again, as was the case in January's meeting, the Board agreed to defer action on execution of the Statement of Compliance under Title VI of the Civil Rights

Act of 1964 (see Benfield dissertation). The Board recessed for a week before meeting again on February 11 prior to an appearance before the Joint Appropriations Committee of the General Assembly.

Fountain Enters System at Lenoir

At the Board meeting on March 4, 1965, a transferrance of $94,550 was made from reserves (NCSBE minutes, 1965c). The bulk of this money, some $80,000, was designated for Columbus County Community College which was scheduled to open in September. There was also a transfer of $2,172 from reserve payments for institutions to salaries and wages in order to hire a qualified person at the fifth step of a classification. This provision was made in order to employ a specialist in the field of science and mathematics in the college parallel division.

The most memorable action of this meeting, however, at least for the long-term impact upon the Department, was taken upon motion of Reynolds and second by Aitken when the Board approved the selection of the trustees of Lenoir County Community College in electing Dr. Ben E. Fountain, Jr., as president. Five years later the former Elizabeth City superintendent of schools would be named to succeed Ready, thus becoming the Department's second director.

Moore's Vision Differed From Sanford's

Governor Moore's answer to the increasing pressure for college admissions did not focus on active expansion of the local-oriented, open-door franchise for "comprehensive" community colleges. His point of view was more completely expressed in his March 19 budget message:

> In view of the limited tax resources which are available, the General Assembly must give objective appraisal to all these requests and determine the priorities which must be made at this time. As only one example, I would cite the Community College program as a major area of activity which deserves your careful appraisal.
>
> Satisfactory progress appears to have been made in this new Department of Community Colleges. However, the General Assembly must determine the rate of acceleration and development in this new field of state-financed education beyond the high school.
>
> It would be well to re-examine the original concept of the community college program with reference to geographical locations, needs to be met, and the arrangements for state support.
>
> We must not overlook that North Carolina has 44 private and church-related colleges which offer many educational resources that should not be duplicated by state-financed community colleges.

> I would like to emphasize that I believe in the value of a sound, carefully planned, well-financed community college program. These institutions, along with existing private and church-related schools, can expand the reach of our educational system to many additional students and help take the pressure off our state-financed four-year colleges and the University (Moore, 1965b:13).

Governor Moore's vision of a "sound, carefully planned, well-financed community college program" would differ in emphasis from that set forth by Governor Sanford. The new emphasis may have been best expressed by a pair of declarations in the concluding comments from that same budget message:

> We shall strive mightily to achieve the new economies at every level of government.
>
> We shall study the functions of agencies to eliminate duplications and unnecessary programs (Dan K. Moore, 1965b:14).

It was a vision of fiscal conservatism which Moore was able to express more directly to Department officials as caution upon the occasion of the groundbreaking at Southeastern Community College in Whiteville (see Townsend dissertation). "I recognize the backlog of unmet educational needs," he said. "I also recognize the pressures that you are under to move quickly in order to meet these needs. Do not permit urgency to result in shoddy workmanship" (Dan K. Moore, personal communication, undated).

The First Issue of The Open Door

Volume One, Number One of the Department's official publication, *The Open Door*, was issued for the March-May spring quarter of 1965. Its stated purpose was "to acquaint the people of North Carolina with the State's system of community colleges, technical institutes, and industrial education centers."

There was an article on academic programs, one on learning labs, and one on a Fayetteville mother returning to school. There was also an article which discussed the broad range of specializations for faculty members, and another which reviewed Central Piedmont as a supplier of workers for Charlotte's labor market.

The feature stories, while informative and factual in nature, served primarily as vehicles for setting forth the *raison d'etre* of the System. This core philosophy received explicit elaboration in editorialized commentary. In an essay which set the tone for similar ones which would follow in subsequent issues, Ready explained the nature of open door institutions:

> Any person who is 18 years old or older, whether he is a high school graduate or not, can find in one of these institutions an educational opportunity fitted to his ability and his needs.
>
> After admission he is tested and counseled, not in order to reject him if he does not meet a set educational standard, but to help him get placed in the educational program for which his ability, his previous educational background, and his objectives in life best fit him (Ready, 1965:4).

Herring carried the discussion further by arguing for greater expansion of the franchise:

> During this century, North Carolina has consistently accepted the ideal of universal education, but it has not always supported the ideals which would make an education available on equal terms to all of its people.
> Possibly the cost of such an ideal is prohibitive. But the cost of our failure to provide, and the failure of individuals to achieve total education far exceeds the cost of the ideal.
>
> The separatism which has pervaded traditional education for centuries will not easily be overcome. These notions...subvert the ends of justice in a society which itself represents the ultimate in diversity of both interests and ability.
>
> So let us tear down the fences and open the golden door — not with vengeance or with malice, but with determination to achieve the goal of total education (Herring, 1965:3,11).

Use of Federal Funds for Construction Approved

The Board met on April 1 and gave final approval for allocating $144,302 to Fayetteville Technical Institute. It also gave tentative approval for allocating $464,500 to Cape Fear Technical Institute, and tentative approval for allocating $34,600 to Rowan Technical Institute. Each allocation was for federal construction funds under the Vocational Education Act of 1963.

In other action, Dr. Howard E. Thompson was approved as president for Wilkes Community College and Dr. Grady E. Love was approved as president of Davidson County Community College. A property site different than the one initially presented in the February meeting was approved for Richmond Technical Institute, and a site west of Wilkesboro, donated by the Wilkes Development Company, was approved for Wilkes Community College.

New State Budget Plans Would Curb Expansion

The Moore Administration's budget recommendations gave cause for the following comments in an April 1 Board memorandum on policies and procedures in approving and financing institutions:

> The State Board with recommended funds cannot give approval of any new technical institutes or community colleges during 1965-67 (NCSBE minutes, 1965d).

The five initial institutions would be funded under the 1963 legislation. And the operating and equipment funds to establish the four new ones were being recommended by the Advisory Budget Commission. But the fiscal restraints projected for the upcoming biennium would constrain expansion to "the addition of some technical programs in existing area vocational schools, which will make them by definition technical institutes" (NCSBE minutes, 1965d).

Two Federal Sources Fund Adult Education

In line with the Board's earlier allocation of 10 percent matching funds for an anti-illiteracy program, the U. S. Office of Education announced approval May 1 for a "basic plan" as part of President Johnson's "War on Poverty" and allocated $831,799 to the State Board of Education ("N. C. Gets $831,799 Adult Fund," N&O 5/1/65:3). Most of the operational classes were offered in schools or industrial education units, but the Department depended upon the federal funding for teacher salaries and administrative costs.

Two days prior to the May 6 Board meeting, more federal funds for adult basic education in the amount of $419,000 were received under the Economic Opportunities Act ("State Gets a $419,000 U. S. Check," N&O 5/5/65:26). The Adult Basic Education Division in the Department of Community Colleges was designated to administer the program. C. M. Barrett, the state coordinator, said North Carolina was the first state to be funded under the Act. The information used for the adult literacy training would include health and basic family management information.

Federal Sources Also Fund Development and Work Study

An additional $7,931 in federal funds was received under the Area Redevelopment Act and $14,700 was approved under the Vocational Education Act of 1963 for funding a work study program at the May 6 Board meeting (NCSBE minutes, 1965e). The institutions initially involved in the Work Study Program included Cape Fear Technical Institute, Fayetteville Technical Institute, Forsyth Technical Institute, Lenoir County Community College, Pitt Technical Institute, Randolph Industrial Education Center, Rowan Technical Institute, and W. W. Holding Industrial Education Center.

The board of trustees of the Asheville-Buncombe Technical Institute had applied to the Appalachia Regional Commission for funds to be utilized in the construction of Vocational Education facilities. These monies would be utilized for training programs in the tourist industry, crafts and other occupations related to the Appalachian region. The Board passed a resolution recommending the approval of this application. The funds would be administered by the Asheville-Buncombe Technical Institute.

The appointment of Dr. Herbert Francis Marco as president of Guilford Industrial Education Center was approved, as was a request by the Guilford board of trustees to expand that center into a technical institute. Also, preliminary approval was given for separate applications $500,000 in grants for state construction funds to Southeastern Community College and to Rockingham Community College. These funds were to come from the $2,500,000 appropriation made by the 1963 General Assembly.

Retiring Board Member Cites Federal Guidelines

On the night prior to the June 3 Board meeting the Board held a testimonial dinner for Charles W. McCrary and Charles G. Rose. Rose had last met with the Board in February, and McCrary's last meeting was in April. In a memo to the Board which was entered into the July 8 minutes (NCSBE minutes, 1965g), McCrary made the following statement:

> My decision not to stand for reappointment stemmed largely from the demands of my business and to a lesser extent from the increasing number of guidelines we were receiving from Washington.
>
> I can truthfully say that in my opinion, North Carolina has never had a more dedicated group of public servants. Together we have seen history in the making. New trails have been blazed in the field of public education and the children of North Carolina have benefitted immeasurably (Charles W. McCrary, personal communcation, July 8, 1965).

The following day the Board accepted $8,402 in Area Redevelopment Act funds; transferred $6,000 to Pitt County Industrial Educational Center to provide for a course in farriering; transferred $500,000 for construction of area vocational schools at the Cape Fear Technical Institute from fiscal 1965 funds available through the Vocational Education Act of 1963; and approved the appointment of Mr. W. W. Howell as acting president of Pitt County Technical Institute (NCSBE minutes, 1965f). The diversity of "business as usual" spoke eloquently to the scope of McCrary's departing remarks.

Year-End Approvals Include Gaston Merger

A number of institutional changes were approved at the June 1965 meeting (NCSBE minutes, 1965g) to become effective with the new fiscal year beginning July 1, 1965.

The trustees of Gaston College requested for Gaston to be transferred into the system under the provisions of General Statutes 115A. Simultaneously, the

Board approved the transfer of Gastonia Industrial Education Center from the authority of the IEC trustees to the trustees of Gaston College. The Board also approved the action of the trustees of the University of North Carolina in transferring control over Gaston Technical Institute to those same trustees at Gaston Community College. The effect was to move the three institutions in Gaston County into one comprehensive Community College under the jurisdiction of the State Board of Education.

In a similar action, the Board approved the transfer of the Leeksville Industrial Education Center from its trustees to the trustees of Rockingham Community College. The effect was to allow the trustees to phase out the IEC and to open a "comprehensive" community college eleven miles away at the geographical center of the county.

The Rutherford County Extension Unit was transferred from under the authority of the Rutherford County Board of Education, and the trustees of the Gastonia Industrial Education Center, to the authority of the trustees of Isothermal Community College. This provision was designed to enable the extension unit to become part of a "comprehensive" community college.

Also, W. W. Holding Industrial Education Center was approved to become a technical institute offering technical trade, general adult, and community service programs. Under this particular action by the Board, provisions were made for the 12-member board of trustees of the technical institiute to meet and reorganize, then to proceed with the election of a president acceptable to and approved by the State Board of Education. Upon reorganization, and upon approval of the president by the Board, the trustees were to be licensed to award the Associate in Applied Science degree. The Department of Community Colleges was authorized to certify to the trustees which curricula currently met the State Board of Education standards.

Final Session Addresses Finances

On June 22, 1965, the State Board of Education met in a special session (NCSBE minutes, 1965ff). The Board approved the 1965-66 budget for adult basic education under the Economic Opportunity Act subject to the approval of the budget division of the Department of Administration, and allocations of $500,000 to Caldwell Technical Institute and $33,922 to Richmond Technical Institute under the Vocational Act of 1963 were approved. Both amounts were to be matched by local funds.

The Board also requested approval of the governor and of the Advisory Budget Commission for the allocation of $270,000 in state funds to Richmond Technical Institute. This was to be from the appropriation and the legislative bond issue approved by the 1965 General Assembly. More funds were requested to come from that source, including $500,000 each for the following: Lenoir

County Community College, Davidson County Community College, Isothermal Community College (in Rutherford County), and Wilkes County Community College.

A reimbursement agreement between the University of North Carolina and the Department of Community Colleges was approved. This contract provided for a two-week institute of in-service training for the directors of general adult education and the extension directors of adult basic education.

Expansion of the industrial education center unit in Onslow County to an independent Industrial Education Center effective July 1, 1965, was approved. The Board also approved the establishment of an industrial education center unit in Craven County, effective July 1, under the direction of Lenoir County Community College.

Fiscal Year Ends Amid Legislated Procedure Changes

The State House of Representatives approved a bill on June 8 which required the approval of the Advisory Budget Commission before community colleges could be established (see Erwin dissertation). The law significantly changed the previously used procedure by which local applications were reviewed. For two years tentative consent had been given by the State Board of Education prior to a local vote, and final approval had subsequently been given by the Board subject to funding by the Legislature.

"It was felt it is not within the scope of the State Board of Education to determine finances," said the sponsor of the bill, Rep. A. A. Zollicoffer of Vance County ("House OKs Budget Unit Reins on Community College Growth," N&O 1965). Rep. Paul Story of McDowell County responded with an opposing view: "Even before we can do anything with our own (local) money, we'd have to...get approval...of a body of men who have no knowledge whatsoever of local conditions."

Zollicoffer said that while the 1963 General Assembly had given the Board authority to approve new institutions and expansions, his bill would place the same restrictions on establishment and creation of local institutions that were in the law prior to 1963. The bill was defended by another member of the quasi-secret appropriations subcommittee, Rep. Lacy H. Thornburg of Jackson. Thornburg said that money appropriated for one purpose was being used for others, and that the bill would enable the legislators "to see that the money is spent according to the intent for which it was appropriated" ("House OKs Budget Unit Reins on Community College Growth," N&O 6/9/65:6). The newspaper coverage noted that Governor Moore had urged the General Assembly to take another look at community colleges in view of the increasing costs of the program, and that Moore had stated the system was not established to expand into every county.

CHAPTER THREE

FY 1965-66: A Time Just for Planting

Several more institutions began operation with the new fiscal year as the Board in July approved requests for IECs to make the transition to technical institutes in Lee and Randolph counties. The approvals were forwarded to the governor and to the Advisory Budget Commission (1965g). Board Chairman Herring complimented Ready in a letter which reflected in part upon the Department's progress:

> The responsibilities you have had to bear in getting the Community College System under way have been tremendous and I want you to know that the members of the Board share my complete confidence in your leadership. An impartial historian will record your contribution someday as one of real significance (W. D. Herring, personal communication, July 9, 1965).

Then he proceeded to convey a rationale for the increasing oversight emphasis being undertaken by the Board:

> In a system as new and as vigorous in its growth as this is, there simply are bound to be some problems and the sensitive area of fiscal policy and administration is the one in which problems are the most likely to occur. The Board's concern about this is constructive. We desire to be of assistance — not a hindrance (W. D. Herring, personal communication, July 9, 1965).

ABE Funds Allocated, Policy Manual Maintained

At the July meeting the Board approved the allocation to institutions of federal funds for an adult basic education program under the Economic Opportunity Act ("$865,561 Allocated For Adult Education," N&O 7/9/65:2), subject to the approval of the budget division of the Department of Administration (NCSBE minutes, 1965g). That approval had been obtained in time for the August 5 meeting, so a total of $865,561 was allocated including $139,783 to Central Piedmont Community College (NCSBE minutes, 1965h). The actual amount was subsequently confirmed as $831,799 in a letter from the U. S. Office of Education ("Education for Adults Dealt a Heavy Blow," N&O 1/13/66:32).

Policies and regulations for the acquisition of equipment and a policy statement on personnel were adopted. They addressed the teaching load and overtime regulations, and included a provision that the State Board should approve salaries of all full-time personnel in the institutions. The Board also accepted and expressed appreciation of an offer by the Institute of Government, and its director John L. Sanders who served as secretary to the Carlyle Commission ("The Report of the Governor's Commission on Education Beyond the High School," 1962), to maintain the policy manual of the Board on a current basis.

The steady march of growth in the system continued. It also was announced at the August meeting that local trustees had been appointed and the industrial education center in Onslow County had undertaken independent operation (NCSBE minutes, 1965h).

Board Composition Slowly Changing

Lieutenant Governor Robert W. Scott began meeting with the Board in July of 1965 (NCSBE minutes, 1965g). At the September 2 meeting Garland S. Garriss and William R. Lybrook were welcomed as new appointees (NCSBE minutes, 1965i).

Other members in the late summer of 1965 included the following: State Treasurer Edwin Gill; Chairman W. Dallas Herring; State Superintendent Charles F. Carroll; John A. Pritchett; Dr. Charles E. Jordan; G. Douglas Aitken; R. Barton Hayes; John M. Reynolds; Dr. Guy B. Phillips; and Dr. Harold L. Trigg.

Garriss and Lybrook filled the vacancies created by the recent departure of Charles W. McCrary and Charles B. Rose (NCSBE minutes, 1965f). Scott served ex officio with an initiative not exercised by his predecessor.

Support Given to Road Bond Issue

On October 7, upon a motion by Lieutenant Governor Scott with a second by DPI Superintendent Carroll, the Board resolved to support the $300 million Road Bond Issue scheduled by the General Assembly for a November 2 referendum (NCSBE minutes, 1965j). The much needed road construction and improvement, including $75,000,000 to be used exclusively for secondary roads, was of major concern to a system designed to serve commuting students (see Latta dissertation).

In further October action another staff reorganization proposal was approved, and a policy statement on local personnel was revised to place the determination of monthly and annual salaries in the hands of the local president (within line budget parameters). Also, a policy was adopted concerning teaching load and overtime.

ABE and MDTA Changes Noted

At the November meeting the Board authorized changes in allocations to instutitions for classes in adult basic education, and pre-authorized the controller to allot federal funds between State Board meetings (NCSBE minutes, 1965k). Upon receipt of federal ABE funds under the Economic Opportunity Act, the controller could dispense monies to institutions based on a proportional county share of adult populations with less than an eighth grade education.

In addition, the Board accepted $109,016 in federal funds and adopted an amendment to administrative policy concerning the Manpower Development and Training Act (MDTA). The new statement was:

> Priority in training programs provided shall be based on the availability of qualified trainees for the training program in the area to be served and employment opportunities in terms of statewide job demands (NCSBE minutes, 1965k).

This administrative policy on MDTA programs effectively replaced a statement which had given funding priority to the areas showing the greatest job needs. Previously, local job "demands" had received priority over statewide job demands; areas which had demonstrated "needs" were given priority. The new policy shifted priority to areas which had "availability" of qualified trainees. This put the new focus where the "students" were, while still attempting to modify instructional programs to address the statewide job demand.

Governor's Report Notes 43 Institutions

The second year of Governor Dan K. Moore's administration began with his "Year-End Report to the People of North Carolina" on January 5, 1966. In it he cited a $106 million increase in biennial funding to public education for a total of $628 million, and noted:

> Our programs for education beyond the high school have been broadened and are being made available to more and more citizens.
>
> Four community colleges, two technical institutes, an industrial education center, and 13 extension units were added to the system by the 1965 General Assembly.
>
> Now training is available to practically every citizen of our State at the 43 institutions that make up the system (Moore, 1966a).

As of January 1, 1966, only six institutions offered college parallel courses, so Governor Moore's comments were made in light of nearly a 100 percent increase in the system's 1965-66 full-time equivalent enrollment over the previous year, and in awareness of the fact that 90 percent of the students in the system were enrolled in vocational-technical courses ("Community Colleges Double Enrollments," N&O 1/7/66:5). Total enrollment of approximately 100,000 was up from 75,000 as of January 1, 1966, with the FTE having soared from 12,800 to 24,934. Central Piedmont was the largest institution with 2,126, Gaston Community College was second with 2,083, and Asheville-Buncombe Technical Institute was third with 2,013. Fayetteville Technical Institute had 1,591; Pitt Technical Institute had 1,428; and Forsyth Technical Institute had 1,417 students. W. W. Holding Technical Institute in Wake County had shown exceptional growth during that period and ranked seventh with 1,224 students.

ABE Federal Funding Reversal Exposes Growth Problems

Unanticipated increases in enrollment throughout the System caused Ready to make the following public statement in early January:

> We may not have the money to start the new programs that institutions want, and it is conceivable we will have to deny some students admission to existing programs that are already full ("Community Colleges Face Closed-Door Policy," N&O 1/11/66:24).

Ready noted that as of six months into the fiscal year the adult basic education program had already used up 90 percent of its federal funding and could soon experience difficulties.

Less than a week after Ready's comments, the U. S. Office of Education announced its 1966 allotment of $632,658 as approximately $200,000 less than the $831,799 which was committed by letter on August 24, 1965. Controller A. C. Davis of the State Board of Education assessed the damage:

> We have no choice but to cut the allocations to institutions that are holding these classes ("Education for Adults Dealt a Heavy Blow," N&O 1/13/66:32).

Dr. Monroe C. Neff, the Department's coordinator for ABE programs, estimated that 5,500 of the 10,130 enrolled statewide would have to be dropped within the next two weeks ("Education for Adults Dealt a Heavy Blow," N&O 1/13/66:32).

The funds which had been dropped on Monday were restored on Friday of the same week following strong protests by Governor Moore and the State's congressional delegation. According to Moore the additional funding assured that "thousands of adults in North Carolina will learn to read this year" ("Adult Education Funds Are Restored," N&O 1/14/66:34).

According to press coverage the temporary reprieve would not be enough to "give the program the money it needs to meet the demands of illiterate adults in this state" ("Adult Classes Start Up Again," N&O 1/15/66:20).

Evening Director Position Authorized

At the January 6, 1966, meeting the board gave final approval of $500,000 each in state construction funds to Southeastern, Surry and Rockingham Community Colleges (NCSBE minutes, 1966a). Reynolds and Aitken also obtained approval of a request by the Vance County Board of Commissioners for a survey to be conducted to determine the desirability of recommending some type of institution for that county.

It was at this January 1966 meeting that the position of evening director was added to the formula budget list of non-teaching administrative personnel. This position was to be available henceforth in any institution or unit with an average FTE enrollment of 100 or more operating a full day and evening program.

Advisory Council Chairman Appointed

At the January 1966 meeting, upon a motion by Barton Hayes with a second by Guy Phillips, the Board appointed Dr. Ben E. Fountain, Jr., president of Lenoir Community College, to the Community College Advisory Council as chairman (NCSBE minutes, 1966a). Dr. Warren Land of Chadbourn, Mr. Tom Simpson of Asheville, Dr. Richard Hagemeyer of Charlotte, Dr. Ed Beam of Lenoir, Mr. S. DelMastro of Wilson, and Mr. Dixon Hall of Kenansville were also appointed as members.

The Advisory Council was appointed by the Board chairman. It provided input to the Board through the Community College Committee, a subcommittee of the State Board of Education. While the Advisory Council met on an intermittent basis, the Community College Committee met almost every month, usually the day before the Board meeting.

Toward the end of 1965 and on through the first months of 1966, a copy of the agenda summary from the Community College Committee's report for that monthly meeting is included with the Board's minutes. Beginning with the Board minutes of April, 1966 (NCSBE minutes, 1966d), however, a summary report from the Community College Committee was generally included with the minutes of each Board meeting.

Representative Salaries Noted

It is interesting to note some of the personnel salaries in early 1966 (see Vairo dissertation). For instance, an instructor and chairman in the chemistry department at one community college was being paid $9,096 per year at the Grade 1, Step 6 level. This was the same grade level and salary of an employee at another communty college who was serving as coordinator of the fundamental learning laboratory. A Ph.D. candidate serving as director of vocational and technical training at Wilkes Community College was receiving $10,224 per year. And the director of nursing at Western Piedmont Community College, classified at Grade 1, Step 7, was receiving $9,444 with a master's degree and appropriate work experience (NCSBE minutes, 1966a).

Also, a Step 6 senior stenographer at Caldwell Technical Institute was approved at a salary level of $3,576 per year, and a teacher with graduate work beyond the master's degree was employed at Lenoir County Community College in Grade 1, Step 7 for $9,444 per year (NCSBE minutes, 1966b).

Holding Tech Contingency Resolved

Robert W. LeMay, Jr., was approved in March as president of W. W. Holding Technical Institute in Wake County (NCSBE minutes, 1966c). He had been named interim president in November 1965 upon the resignation of Dr. Kenneth Wold (NCSBE minutes, 1965k). Simultaneously with the endorsement of LeMay, the local institution was authorized to award the Associate in Applied Science degree upon the completion of approved technical programs in its curriculum. This action fulfilled a contingency arrangement, previously proffered by the Board in June 1965 (NCSBE minutes, 1965f), which linked the degree-bestowing authority of the institution to the naming of a new president.

Local Institutions Authorized to Pursue Grants

A new regulation was passed at the March Board meeting, or more appropriately a nonregulating regulation was passed, which related to the powers of the local board of trustees. It stated:

> The boards of trustees of Community Colleges, Technical Institutes and Industrial Education Centers are authorized to do all things necessary and proper to comply with any conditions which may be prescribed by the State of North Carolina or the United States of America in order to be eligible to receive monies or other assistance appropriated or designated for the benefit of such institutions, not inconsistent with the policies now in effect or hereafter adopted by the State Board of Education (NCSBE minutes, 1966c).

That is, local institutions could apply for grants or otherwise pursue intergovernmental funding so long as such efforts were not at odds with State Board objectives.

At the conclusion of the March session the Board honored the late D. Hiden Ramsey by expressing appreciation for his contributions to education including his pre-1955 service as a member of this State Board of Education. Ramsey had been the first chairman of the State Board of Higher Education in 1955 (Segner, 1974:17). He was an early advocate of tax supported junior colleges, although he shared the view with SBHE Director Harris Purks that vocational and adult education could not be labelled "higher education" and should not receive State financial support (Segner, 1974:19).

Building, Personnel and Curriculum Policies Set

At the April 7, 1966, board meeting a revision was made of the policy relating to the approval of all building plans (NCSBE minutes, 1966d). This set forth procedures which needed to be followed in order to achieve Board approval before submitting building projects to the Higher Education Facilities Commission. It was a logical extension of the guidelines for presentation of schematic drawings as set for the previous month.

The board also authorized institutions to employ personnel beyond the fifth step on the salary schedule, subject to funds being available in institutional budgets to support the position and salary level requested.

Consideration was given to the critical need of institutional officials to make contracts with teachers and other staff members. Thus, for the first time, approval could be given to employ certain staff members prior to the finalization of the budget. All institutions with first and second year students were authorized to offer contracts to full-time staff members who were either presently employed or who would be filling vacancies.

Also, a list of curriculum programs was considered which, given the establishment of current expense and budget requirements, would allow the individual community colleges to prioritize their local preferences among programs (see Bell dissertation).

Civil Rights Guidelines Protested

As the concluding act of the April 7 meeting, the board protested the provisions of the guidelines under Title VI of the Civil Rights Act (NCSBE minutes, 1966d). Formal Board consideration of this issue had been deferred several times. As of year-end 1965, black students comprised only a fourteenth of the enrollment at community colleges in North Carolina even though a fourth of the state's citizens were black. Of 15,964 students enrolled in curriculum courses 14,093 were white and 1,871 were black ("Negro Enrollment Low in New Institutes," N&O 1/23/66:1).

Some local presidents throughout the System — Dr. Richard Hagemeyer at Central Piedmont Community College in Charlotte, Dr. Howard Boudreau at Fayetteville Technical Institute, Dr. Raymond A. Stone at Sandhills Community College in Southern Pines, and William L. Eddins at Southeastern Community College in Whiteville — had assessed the enrollment ratio in terms which supported Director Ready's conclusion:

> Our Negro enrollment is too small. More should attend and more will attend in the future ("Negro Enrollment Low in New Institutes," N&O 1/23/66:1).

Although the Board's protest was couched in terms which objected to matters of practicality and legality, it reflected the state's generally conservative approach to integration in the public schools. Pressure from political conservatives was sanctioned by otherwise progressive legislators who saw the federally imposed social solution as an immediate threat to the state's systems of education.

Thus, upon a motion by State Treasurer Edwin Gill and a second by Garland Garriss, the Board directed that the following telegram be addressed to the United States Commissioner of Education along with copies to President Lyndon B. Johnson:

> In session today the North Carolina State Board of Education expressed its concern and dissatisfaction with guidelines promulgated by your department governing the implementation of Title VI of the Civil Rights Act.
>
> The board considers these guidelines impractical, irregular and illegal. The board respectfully requests that the application of these guidelines be held in abeyance until reconsideration can be given to the whole subject.
>
> Especially does the board ask that persons most involved in this whole process be consulted.
>
> Further, the North Carolina State Board of Education asks that any and all guidelines be national and sectional in their application (NCSBE minutes, 1966d).

The telegram was signed by W. Dallas Herring as chairman and Charles F. Carroll as secretary. Copies were also sent to members of the North Carolina Congressional delegation and to chairmen of state boards of education in 16 southern and border states.

System Seen as Attractive for Industry Recruitment

In a memorandum to presidents of local institutions and chairmen of local boards of trustees, Board Chairman Dallas Herring discussed a recent conversation with the chairman of the Research Triangle Institute, former Governor Luther Hodges:

> He assured me of his intense interest in our industrial education programs, which he helped us to establish during his administration.
>
> In dealing with major new industry prospects he frequently is called upon to explain what North Carolina is doing to train its under-employed and unemployed people through the Community College System. He would like for us to provide him with some pictures of our programs in operation, which he and his staff can use in talking with new industry representatives (W. D. Herring, personal communication, April 22, 1966).

The memo went on to suggest the preparation of a leather ring binder with 43 sections, one for each institution.

As the state's "business governor" Hodges had been instrumental in creating the industrial education centers and in funding a handful of public junior colleges through his support of the Community Colleges Act of 1957 (see Segner dissertation; Lochra dissertation). These earlier seeds are legislative landmarks which some see as the true origins of the present "comprehensive" system consolidated under a state department in 1963 (John T. Caldwell, interview, March 31, 1988; W. Dallas Herring, speech at DCC Founders Breakfast, May 17, 1988).

Governor Invites System Leaders to Mansion

At an April 26 session in the Executive Mansion called specifically for representatives from the Department of Community Colleges, Governor Moore urged giving top priority to the recruitment of students in technical and vocational fields (see Barrier dissertation). His remarks were directed toward influencing the upcoming 1967-68 budget preparations:

> Your institutions...are uniquely equipped to meet technical and vocational needs for people who are beyond the high school age.
>
> This includes removing those basic and high school level educational deficiencies of adults that keep them from succeeding in technical and vocational studies.
>
> The State cannot permit low quality programs of education to exist.
>
> The ultimate economic development of our State depends more than anything else on available, well-educated and well-trained manpower ("Moore Asks Schools to Stress Vocations," N&O 4/27/66:28).

The governor reminded his guests, just as he pointed out to officials of state supported colleges and universities also invited to the mansion two weeks later on May 12, that the budget would be one which would receive his personal scrutiny along with that of the Advisory Budget Commission. "As the elected chief executive, I am responsible to the people for the administration of our Executive branch of government," he said in a prepared text. "It is my duty to look at the goals of all State departments" (Moore, 1966b).

Budget Request Made Early

At the May 5 meeting the Board approved the 1966-67 budget request for the Department of Community Colleges (NCSBE minutes, 1966e). The budget approval anticipated the end of the fiscal year, and was subject to final approval by the Advisory Budget Commission and the Department of Administration. By forwarding the budget to the State Legislature in May, ample time was given for consideration of the Department's needs within the context of Governor Moore's priorities.

Dr. Bob Barringer was approved by the Board in May as president of College of The Albemarle, Caldwell Technical Institute was authorized to acquire 20 additional acres for the expansion of its campus, and Sandhills Community College received an increase within the standard initial $500,000 parameters for construction funds allocated to an automotive trades shop building previously approved in November 1965 (NCSBE minutes, 1965k).

Chairman Addresses Local Trustees

Board Chairman Herring addressed an assembly of local boards of trustees (see Reavis dissertation) at High Point in May of 1966 (see Russell dissertation; Winner dissertation). He idealized their responsibility as the greatest single opportunity facing the State (see Sharrock dissertation). He said:

> The major purpose of each institution must be to help the people of North Carolina prepare themselves for useful and meaningful lives in an environment that is far different from that of our past.
>
> If you do not understand and appreciate this, then you are in danger of leading your institution in the wrong direction (W. D. Herring, personal communication, May 11, 1966).

He noted that the 18-to-24 age group entering North Carolina's work force would swell the 1960 level by an additional 50 percent before the end of the decade, that an increase of about 350 thousand would boost the total number of workers to almost 2.1 million by 1970, and that 37 out of 100 employed adults would be female.

Remaining Carnegie Funds Used for Workshops

At the June 2 meeting the Board agreed to use funds remaining from a grant made by the Fund for the Advancement of Education of the Carnegie Fundation to help start up the Department in the spring of 1963. The source was to be utilized to enable the University of North Carolina at Charlotte to conduct a summer workshop for administrators. These workshops were to be presented on location at the institutions and extension units in order to promote effective learning methods (NCSBE minutes, 1966f).

The Board also approved preliminary construction plans for Randolph Technical Institute, Guilford Technical Institute, Forsyth Technical Institute and Fayetteville Technical Institute; a Caldwell County Technical Institute construction project utilizing $500,000 in local funds and $500,000 in Vocational Education Act of 1963 funds was also approved; and, subject both to the availability of matching local funds and approval by the Advisory Budget Commission, an additional allocation of $40,000 in state construction funds was made to Richmond Technical Institute.

Reorganization Plans Approved

A motion by John Reynolds with a second by Barton Hayes authorized Ready's plans for reorganization within the Department ("Major Staff Changes Occur in State Agency," N&O 6/3/66). This stemmed directly from authorization given him in February (NCSBE minutes, 1966b) to take necessary steps to strengthen the New Industry Training staff in the Department. The changes were designed to establish an educational director of academic programs (including academic related programs), an educational director of vocational-technical programs (including curriculum laboratory), and an educational director of general adult and community service programs (NCSBE minutes, 1966f). It also established a direct line from the Director, with the exception of fiscal affairs, to two new divisions — the Industrial and Business Management Services Division, and the New Industries Service Division.

This same reorganization placed all fiscal affairs, including purchasing, under the business manager while maintaining present relations with the controller's office. This reorganization also assigned the development and administration of state accreditation for institutions to the research section, pending plans which were to be developed and presented to the State Board for approval. Immediately upon approval of this reorganization, Mr. Anthony Bevacqua was named head of the Division of Vocational-Technical programs and Mr. George Howard was named head of New Industries Service.

A Clarification of Terminology

As one of its last official actions of 1966 the Board addressed a problem of federal "discrimination." The inequity was seen as pervasive in program labelling by the U. S. Office of Education ("Discrimination Cited in Technical Programs," N&O 1/3/66). That is, certain USOE programs distinguished between "colleges," "community colleges" and "technical institutes." And some programs which limited funding for community colleges and excluded funding from technical institutes were screening out North Carolina's institutions according to word labels rather than according to actual classifications.

Wording excerpted from the Board's resolution is notable for insight into the Board's perception of its own classification terminology:

> In North Carolina, both Community Colleges and Technical Institutes offer two-year technical programs. In both types of institutions, any given

> technical program is identical in content and standards. The name of the institution has nothing to do with the quality of the associate in applied science degree awarded.
>
> There are 12 Community Colleges and 17 Technical Institute in North Carolina. None of these should be under pressure to seek a name change and a broadening of functions in order to secure federal aid in meeting local needs for any technical programs.
>
> The Community Colleges and Technical Institutes in this state are alike except for the college parallel program offered by Community Colleges (NCSBE minutes, 1966f).

In both types of institutions technical programs were alike, and in both types of institutions certain courses could be accepted for transfer credit toward a baccalaureate degree. The Board contended that for USOE purposes they should be treated the same.

Concern for 1966-67 Budget Cuts

The war of words with a federal agency left the Board closing out the fiscal year in a holding action on the programming front while in a state of siege on the budgetary front. A letter from Dr. Ready to Governor Moore summarily stated the Director's view of his Department's fiscal vulnerability:

> The State Board of Education has requested the Advisory Budget Commission to approve a carry-over of $800,000 from fiscal 1965-66 to fiscal 1966-67 in the aid-to-institutions budget of the Department of Community Colleges.
>
> Institutional operating budgets are at the minimum level. We do not see how they can be cut any further. This means that, if the carry-over is not approved, the following items will have to be eliminated or drastically reduced (I. E. Ready, personal communication, July 12, 1966).

Ready then stated three specific items at risk which, in the case of legislative cutbacks, would have to be reduced in order to extract funds for the more essential aid-to-instruction portion of the budget: $665,00 in matching construction funds already earmarked for Pitt, Wake, Durham, Lee, Randolph, Rowan, and Guilford counties; $375,000 needed to match 10 percent against federal funding for basic adult education and for the Manpower Development and Training Act; and $750,000 budgeted for New Industry Training.

CHAPTER FOUR

FY 1966-67: Out of the Frying Pan

As the Board began its new fiscal year on July 7, DPI Superintendent Carroll read a resolution adopted by the Central Piedmont College Committee which expressed concern over a proposed $17,000 reduction in the 1966-67 operating funds designated for Central Piedmont Community College (NCSBE minutes, 1966g). This expression of local concern was representative of a change in momentum brought about by the Department being cut back by legislative funding from $15 million for 1965-66 to $13 million for 1966-67. It was a reversal. Also, it ran contrary to back-to-back biennial increases of 33 percent for other higher education in North Carolina. In 1961-63 other higher education appropriations were $34 million and $37.5 million, in 1963-65 they were $45 and $50.6 million, and in 1965-67 they would be $61.4 and $66 million ("State Fund Benchmarks Rise," N&O 9/11/66:5).

Occupational Education Promoted

A progress report on the statewide Survey of Manpower Needs For Selected Occupations was accepted by the Board in July, and the related budget proposal for fiscal 1966-67 was approved (NCSBE minutes, 1966g). This thrust demonstrated a philosophy which undergirded the Department's "comprehensive" approach, a basic assumption

> that in our sophisticated productive society there are jobs for all who are motivated and trained to participate in the world of work (Valentine, 1966:3).

Dr. Ready put the matter squarely in perspective through a June-August 1966 editorial of *The Open Door* which harkened back to "Southern Regions of the United States," a 1936 report by Dr. Howard Odum of the University of North Carolina:

> The place to start...is with education to develop the rich human resources of the region.
>
> With our limited tax resources, we cannot afford to support separate institutions for academic and technical education (Ready, 1966:3).

The Board also approved working drawings and advertisements for bids at Wayne Technical Institute, Wilson Technical Institute, Forsyth Technical Institute, Technical Institute of Alamance, Fayetteville Technical Institute, and Asheville-Buncombe Technical Institute (NCSBE minutes, 1966g). Further, Asheville-Buncombe Technical Institute received approval to apply for Appalachian funds to be used with local funds to construct a proposed health occupations building project.

ABE Enrollments Meet Predicted Levels

On August 4 the Board voted to approve receipts for adult basic education in the amount of $1,398,505 under the Economic Opportunity Act (NCSBE minutes, 1966h). ABE enrollments were on target ("State Expanding Adult Education Plan," N&O 8/21/66:9) with a prediction made one year earlier by Dr. Monroe C. Neff, the Head of the Department's Division of Adult Education and Community Services. He had anticipated in the second issue of *The Open Door* that 40,000 adults would be enrolled through general adult education programs by June 1966. The 40,000 was more than double the 19,157 ABE students who were enrolled during the winter quarter of 1964-65, a number which at that time was 46 percent of the entire enrollment of the Department (Neff, 1966:15).

Clyde Erwin, Jr., the son of a former state superintendent of Public Instruction (1934-1952) whose untimely death has been cited as a main reason for the failure of early community college legislation in 1953 (Segner, 1974:57), was approved as president of Wayne Technical Institute effective September 1, 1966. Erwin moved to Goldsboro from the position of executive secretary of the North Carolina State School Boards Association. He filled the vacancy created by the resignation of Dr. H. B. Monroe who cited the problem of "enormous enigmas" in operating "a school of this size (approximately 1,000 full-time students) with such a small physical plant ("Wayne Tech Institute President Steps Down," N&O 7/8/66:6). Upon a motion by John Reynolds with a second by DPI Superintendent Carroll, the Board authorized a letter of commendation to be sent to Dr. Monroe for his developmental work and leadership.

Transfer Committee and Advisory Council Changes Noted

There were 3 August appointments to the Joint Committee on College Transfer Students (NCSBE minutes, 1966h): Frederick H. Boyle, the Dean of Instruction at Rockingham Community College (term to expire 1969); I. John Krepick (term to expire in 1967); and Allan S. Hurlburt (term to expire in 1968).

The Community College Advisory Council terms for Mr. W. W. Sutton and Mr. C. B. Martin expired on June 30. At the September 1 meeting Mr. Charles McCrary was named to replace Sutton and Mr. Frank A. Toliver was named to replace Martin. Both new terms were to end July 1, 1969. Mr. Maurice Hill was named as an additional member in a term which ended July 1, 1968 (NCSBE minutes, 1966i). Dr. Howard Thompson was added four months later for a term ending July 1, 1967 (NCSBE minutes, 1967a).

Also in September, State Director I. E. Ready was authorized to establish two new positions on the New Industry Training staff of the Department of Community Colleges. An outgrowth of 1957 legislation establishing the Industrial Education Program (Whitfield, 1965:3), this approach taught the basic skills of a particular job in a particular company ("New Industry Training in the Community College System," 1965).

The Board in September gave final approval for two construction projects: one at Wilson County Technical Institute, and another at Davidson County Community College. Subject to the approval of the Governor and the Advisory Budget Commission, Wayne Technical Institute was approved to become a community college and the Industrial Education Center in Craven County was approved to become a technical institute. Also, Mr. William L. Eddins, the business manager at Southeastern Community College was named acting Chief Administrative Officer following the resignation of Dr. Warren Land.

Low Black Enrollments Assessed

Dr. Harold L. Trigg, Chairman of the Board's committee on Recruitment of Negro Youth Into Technical Curricula of the Public Junior Colleges, submitted a supplement to a DPI committee report chaired by Frank Toliver at the September 1 meeting. The DPI committee report addressed to Trigg, entitled "Re: Increased Enrollment of Negroes in the Community Colleges," stated the following:

> Since Negroes were not employed in the early stages of the development of the Community Colleges and the Technical Institutes, we feel that this is definitely related to the small enrollment of Negro pupils in these institutions (F. A. Tolliver, personal communication, undated).

Trigg's supplementary report cited commission findings from the Eisenhower Administration which concluded that 49 percent of the black population could profit by two years of education beyond the high school, and that half of that number were capable of full college and even graduate work (see Robinson dissertation).

Both the preliminary report and the supplementary report received Board approval, and the Department was instructed to implement the policy as soon as possible (NCSBE minutes, 1966i). The changes called for included having a full-time employee on the Department's staff to serve as statewide coordinator and director, and having a state-level advisory committee plus local community advisory committees. Also, local operations committees were to be established with a configuration which reflected the DPI as well as the DCC jurisdiction of the State Board. These front-line committees were to be composed of the regular school counselor, the teacher of vocational agriculture, the teacher of home economics, the agriculture extension workers, and a representative from the Parent-Teachers Assocation (with the local principal and superintendent as *ex-officio* members).

Two weeks later, upon unanimous concurrence with a motion by Dr. Charles E. Jordan, the Board commended Superintendent Carroll for public statements concerning freedom of choice as North Carolina's plan for complying with Title VI of the Civil Rights Act (NCSBE minutes, 1966ii).

Nursing Shortage, Budget Cutbacks

The Board convened for the second time in September on the 24th, the day of its hearing before the Advisory Budget Commission (NCSBE minutes, 1966ii). With only eight members present, upon a motion by John Reynolds with a second by William Lybrook, the Board adopted a resolution supporting joint recommendations with the Medical Society of the State of North Carolina, the North Carolina League of Nursing, the State Board of Higher Education, the North Carolina State Nurses' Association, the North Carolina Board of Nursing and the North Carolina Hospital Association. This resolution was to be presented to the Legislative Research Commission for consideration of action needed to help relieve the shortage of nursing personnel in North Carolina.

A request by the Department for work-study funds was denied by State budget officials in late October ("Denial of Funds Reduces Program," N&O 10/28/66). According to Mr. Charles R. Holloman, the Department's business manager, approximately 1,306 students during 1965-66 received $1.25 an hour for work done at local institutions they attended.

The loss of $144,982 in federal funds came about because the General Assembly had never considered appropriations for work-study, and consequently the Department could not come up with the required $47,900 in matching funds. In previous years, back to the program's origins in the Vocational Education Act of 1963, neither State nor local matching funds had been required.

GED Program Initiated Within System

The Board next met in November. At that time it agreed to allow an agreement of affiliation for any adult high school diploma program established cooperatively between a local board of education and the trustees of an institution within the Community College System (NCSBE minutes, 1966k). The Department of Public Instruction had awarded its 10,000th high school equivalency certificate in December of 1964 (NCSBE minutes, 1964l), but this November 3, 1966, action marks the beginning of the graduate equivalency degree (GED) program for the Department of Community Colleges.

A subtle indication of the ever-growing complexity of the state agency was noted in the addition of a full-time staff position for equipment maintenance and repair. A budget line item was established to pay expenses of accreditation association teams which made evaluation visits to institutions in the system. And the Dewey decimal system was adopted as the official indexing policy for library collections within the System (see Thompkins dissertation).

Prospective Teachers Loan Fund Established

A joint committee with the Board of Higher Education was established at the November Board meeting (NCSBE minutes, 1966k). In an attempt to address the need for instructional personnel, it was to administer the Loan Fund for Prospective College Teachers authorized by the 1965 General Assembly (see Edmundson dissertation; Kherlopian dissertation; Champion dissertation; Wood dissertation; Gloster dissertation; Berrier dissertation; and Ellerbe dissertation).

The Joint Committee included Dr. Cratis Williams, Dean of Graduate Studies at Appalachian Teacher's College in Boone. Dr. Williams (1965:5) had authored an article in *The Open Door* for the fall quarter of 1965 which defined the successful community college instructor as a "teacher first and a scholar second," one whose "self-ideal" put teaching before research. He saw as successful the teacher who could recognize that

> skilled machinists and woodworkers are as important...as teachers of classics...and general chemistry (Williams, 1966:14).

The other committee members were: Dr. Bonnie Comb, Vice Chancellor of the University of North Carolina at Charlotte; Dr. C. Robert Benson, President of Gaston College in Dallas; Dr. Robert Holt, Vice President and Dean of East Carolina College in Greenville; Dr. Allan Hurlburt, Professor of Education at Duke University in Durham; Dr. Burkette Raper, President of Mount Olive Junior College in Mount Olive; Dr. H. Edwin Beam, President of Caldwell Technical Institute in Lenoir; and Dr. Kenneth B. Segner (see dissertation), a field consultant for the Division of Extension Services at the University of North Carolina in Chapel Hill. Two *ex-officio* members were Stanly Broadway of the State Board of Higher Education and Gordon B. Pyle, the Educational Director of Academic Programs for the North Carolina Department of Community Colleges.

Two months later Dr. Kenneth Williams and Dr. Preznell R. Robinson were added to the Joint Committe (NCSBE minutes, 1967a), and at the March 2 Board meeting Dr. Gerald B. James was added at the request of Dr. Comb, who served as chairman of the committee (NCSBE minutes, 1967c).

In related action, an *ad interim* committee was authorized, subject to ratification at the December meeting, to explore jointly with North Carolina State

University the development of a program for training administrative officers from local institutions (see Fearing dissertation). This discussion was apparently stimulated by the success of the summer workshops conducted through the University of North Carolina at Charlotte. The Board contracted again with UNC-Charlotte in April of 1967, this time to conduct a summer institute for local chief administrative officers (NCSBE minutes, 1967d).

Council Charged With Developing Instruction Standards

At the December 1 Board meeting final approval was given for construction funds at Wilkes Community College. Western Piedmont Community College and Caldwell Technical Institute were authorized to apply jointly with other agencies for Appalachian Act funds to create a comprehesive health complex (NCSBE minutes, 1966l).

Then, on a motion by John Reynolds with a second by Douglas Aitken, the Board requested the Community College Advisory Council to give major attention to the development of standards to assess the quality of instruction. This process was to involve the staff of the Department and the staff of local institutions (see Armfield dissertation). The first major public report from the Council on this issue would come during November of 1967 ("Community College Standards Eyed," N&O 1/9/67:12).

Issue of Separate State Board Raised

The issue of separating oversight for the Department of Community Colleges from the State Board of Education was raised by Dr. Raymond A. Stone in early December of 1966 during his inaugural address as president of Sandhills Community College ("Separate Board Idea For Colleges Cooled," N&O 12/16/66:11). He cited a need for a corporate body which could devote full-time attention to the fast-growing network of institutions.

The comments did not receive unanimous support by his colleagues, however. A joint statement issued by Lenoir Community College President Ben E. Fountain, Jr., and Wayne Technical Institute President Clyde A. Erwin, Jr., stated that the N. C. Association of Community College Presidents had

> not endorsed or encouraged any move to separate the community college system from the State Board of Education ("Separate Board Idea For Colleges Cooled," N&O 12/16/66:16).

Erwin was the Association's legislative committee chairman. Fountain was president of the Association, as well as chairman of the Board's Community College Advisory Committee.

Salary Increases Sought to Recoup Losses

The local presidents were united in their requests for substantial salary increases for system personnel. The community college employees had not benefitted from a general salary increase in 1965 along with other State workers. The presidents wanted to double the 10 percent being requested by the State Board ("Separate Board Idea For Colleges Cooled," N&O 12/16/66:16).

The System's Association of Curriculum Directors voted in mid-December to support the 20 percent increase for the 1967-69 biennium ("Salary Hike Gets More Supporters," N&O 12/23/66:30). Association Chairman Robert T. Williams specifically pointed to difficulties in competing with industry and government to hire faculty for technical courses, and noted that transfer programs had to compete with senior colleges for filling staff positions.

Prison Education Advisory Council Named

Director Ready appointed an advisory council on December 20, 1966, which was to meet monthly and make recommendations concerning vocational-trade and adult education courses for prison inmates ("Prisoners' Education Unit Named," N&O 12/21/66:27). The Department began sponsoring programs through the State Prisons Department on September 15, 1965.

With Governor Moore's backing, the Department would seek $400,000 from the 1967 General Assembly to expand its prison education program ("Convict Training Backed by Moore," N&O 1/13/67:48). Prisons Director Lee Bounds directed that basic achievement testing of inmates be undertaken in mid-January in order to provide base-line information for the funding request ("Testing Time Nears For N. C. Prisoners," N&O 1/14/67:5).

Reallocation Solves Localized ABE Funding Shortages

The recurring fiscal crisis in adult basic education was cause for concern at year's end as local institutions at five locations — Elizabeth City, Durham, Charlotte, Albemarle, and Asheville — reported plans to drop the program because of funding shortages ("Adult Program May Get Help," N&O 1/1/67:10).

The State had matched $188,000 to obtain $1,180,000 in federal funds. By the end of the first week in January DCC Business Manager Charles Holloman announced that $258,000 had been returned to the state-level from under-enrolled sites and that portions of an additional $162,000 in federal funds could be expected. This was good news for the approximately 11,230 adults enrolled. The System had served over 50,000 since beginning one of the most expansive programs in the U. S. during 1965 ("Adult Education Problem Solved," N&O 1/7/67:5).

One explanation for the allocation discrepancy was that ABE funds were dispersed according to the number of illiterate adults in an institution's service area. However, enrollment patterns differed considerably.

Formal Policy Statement Adopted

The surplus fire fighting vessel in Carteret County which had been authorized for reclamation by the Board in September (NCSBE minutes, 1966ii) was authorized for disposal in January. The "ways" (timber scaffolding) broke while the boat was in dry dock at Russell's Marine Railways of Morehead City. Authority was granted for the Department to settle with the Federal Property Agency and the insuring agency (NCSBE minutes, 1967a).

The January 1967 action with the most lasting impact, however, was the adoption of a policy statement which formalized much of the editorial expression given voice by the Department for two years through the publication of *The Open Door*:

> The community college system has been established to fill an educational opportunity gap between the high schools and the four-year colleges and the university system. The filling of this gap requires open door admission of both high school graduates and of others who are 18 years or older but are not high school graduates. The provision of educational opportunity for the broad range of student ability and needs requires a broad range of curriculum offerings, including college level, high school level, and for some elementary level studies.
>
> The carrying out of this responsibility assigns a unique role to the institutions in the community college system, which role is fundamentally different from the more selective role traditionally assigned to four-year colleges and universities. Because of this, for a community college to aspire to become a four-year college would not represent normal growth, but would destroy the community college role and replace it with an entirely different type of institution. The State Board of Education is completely committed to maintaining the unique, comprehensive role of the institutions in the community college system, and is opposed to any consideration of a community college as an embryonic four-year college.

Archival Management Procedures Initiated

Local trustees were authorized in February to award honorary associate degrees in approved associate degree programs (NCSBE minutes, 1967b). A policy was established in March which adjusted the FTE base for budget allocations at new institutions (NCSBE minutes, 1967c). In April, approval was given to a proposal for the statewide implementation of a fire science technology curriculum (NCSBE minutes, 1967d).

Also in April, agreement was reached for the Records Management Division of the Department of Archives and History to assist the Department and its institutions and units in establishing an appropriate system of institutional records management. Charles R. Holloman, the Department's business manager, presented a report entitled "Inventory System for Major Equipment in All Institutions of the Community Colleges System of North Carolina." And Dr. Gordon Blank, formerly Dean of Instruction at Western Piedmont Community College, was approved as acting president following the resignation of Dr. Herbert Stallworth.

In May the Board approved the conversion of Onslow Industrial Education Center into a technical institute (NCSBE minutes, 1967e). Permission was granted for the Department to negotiate with the Division of Nursing of the United States Public Health Service for a grant to aid the Department in identifying inactive registered nurses for possible training. And the Department was authorized to study and develop a curriculum for establishing a two-year terminal general education program (see Armfield dissertation; Starling dissertation).

FTE and Extension Policies Adopted

The Board approved general provisions for a 1967-68 FTE funding formula in May. It was worded as follows:

> The time basis for all curriculum programs shall be the end-of-quarter report for the fall quarter of the preceding year, adjusted for the new two-year programs in the first year of operation by adding 60 percent to the FTE in such programs as a projection for next year sophomore enrollment. For the extension program, the average of the end-of-quarter reports for the four quarters immediately preceding budget preparation shall be the time basis (NCSBE minutes, 1967e).

Also at the May 7 session of the Board, upon a motion by John Reynolds with a second by Dr. Charles Carroll, the Board approved a proposed amendment to General Statute 115A which clarified the status of extension units:

> The State Board of Education is authorized to enter into agreements with county and city boards of education, upon approval by the Governor and the Advisory Budget Commission, for the establishment and operation of extension units for the Community College System. The State Board is further authorized to provide the financial support for operating and equipping extension units as provided in this chapter for other institutions, subject to available funds (NCSBE minutes, 1967e).

These came to be known as "contracted" extension units. As a means of mediating restrictions imposed by the legislation sponsored by Rep. Zollicoffer in June of 1965, this approach provided an alternative soultion for establishing beachheads to expand the open-door franchise.

First General Education Offering Approved

At the June 1 Board meeting, Woodrow W. Sugg was approved as President of Gaston Community College and E. Philip Comer was approved as President of Southeastern Community College (NCSBE minutes, 1967f). Also, Ray Cates was approved as Acting President of Forsyth Technical Institute for one year commencing October 1, 1967, while the president (Parry) was completing a doctoral dissertation.

Eleven curriculum programs were approved for six institutions as a matter of normal business. However, in addition to these, and apparently for the first time, a general education curriculum was appoved — this one at Caldwell Technical Institute in Lenoir.

Ongoing Articulation Effort Noted

A lead article in the June-August 1967 issue of *The Open Door* outlined the undertaking of the Joint Committee on College Transfer Students which had been organized in January of 1965 (see Stirewalt dissertation; Henderson dissertation; Taylor dissertation). The article pointed to a truly joint effort with a wide base of strong support. It anticipated benefits to hundreds of students, including many from the Community College System.

Representing the N. C. Association of Colleges and Universities, the N. C. State Board of Education, the N. C. State Board of Higher Education, and the N.C. Association of Junior Colleges, the Joint Committee's objective was expressed as attempting to get colleges in North Carolina to

> agree upon a commonly acceptable program of general education in the first two years of undergraduate study which will usually involve no loss of credits or time when a student transfers from one institution to another at the end of his sophomore year (Ostwalt and Harris, 1966:5).

Obstacles to a smooth transition for transfer students included quotas by five senior colleges, acceptance of only one year of transfer by two of the senior colleges, numerous variations of parameters for total hours accepted, and unduly extensive application procedures.

CHAPTER FIVE

FY 1967-68: from 43 to 50 — To Build a Floor of Excellence

Of eight new extension units requested, the 1967 General Assembly had approved the establishment of six during the 1967-69 biennium, leaving to the State Board the location approval and the timing of funding. The factors to be considered were the distance from other institutions, the population to be served, the availability of adequate facilities (or the commitment of local authorities to provide such), and the local committment for adequate operating funds. When the Board met on July 6 it approved another, this one for Hertford County (NCSBE minutes, 1967g).

The Craven Extension Unit and the Beaufort Extension Unit were approved for conversion to technical institutes, and Wayne Technical Institute was approved to become a community college. Such approvals were all contingent upon final approval by the Governor and the Advisory Budget Commission, and upon a favorable vote within the local counties for approval of appropriate funding.

At the July meeting, upon a motion by John Reynolds with a second by Barton Hayes, the appointment of Mr. George A. Finley as acting president of Guilford Technical Institute was approved following the resignation of Dr. Herbert F. Marco.

Also in July a new area consultant for the state system was added to the Pamlico Unit in the fisheries program. Two new area consultants were added for hospitality, one located at Winston-Salem and one at Wilson. Safety instructors located at Winston-Salem, Goldsboro and Sanford were upgraded to area consultants, thus becoming entitled to funds for supplies and materials and a half-time secretary.

System-wide Salary Schedule Approved

An institutional salary schedule was approved in July (NCSBE minutes, 1967g). A 13-step pay scale was set forth for chief administrative officers. The range for entry was between $9,288 and $13,020 per year. Five subsequent steps could boost annual compensation as high as $17,400.

The salary range for area consultants was from $6,096 to $11,376 without a bachelor's degree, and from $7,032 to $13,140 with a bachelor's degree. Senior clerical positions ranged from $3,336 to $5,280. Junior clerical positions ranged from $3,024 to $4,380, and typist positions ranged from $2,880 to $4,176. Deans of instruction ranged from $8,436 to $15,792. The salary range for the business manager and for directors of evening programs, academic, technical, vocational, general adult and student personnel ranged from $7,656 to $14,340. The range for a director of extension was from $6,636 to $12,396. And the range for a bookkeeper was from $4,416 to $7,656.

Advisory Council Appointments Named

Members of the Community College Advisory Committee whose terms were expiring were reappointed in July, and eight others were added to the council (NCSBE minutes, 1967g). Reappointed for terms expiring July 1, 1968, were: Gerald B. James, President of Rockingham Community College in Wentworth; M. J. McLeod, President of Cape Fear Technical Institute in Wilmington; and James Petty, President of Cleveland County Unit in Shelby. Those with terms expiring July 1, 1969, were: Clyde A. Erwin, Jr., President of Wayne Community College in Goldsboro; and Robert E. Paap, President of Catawba Valley Technical Institute in Hickory. Those with terms expiring July 1, 1970, were: I. John Krepick, President of Surry Community College in Dobson; William E. Taylor; President of Technical Institute of Alamace in Burlngton; and Edward E. Bryson, president of Jackson County Unit in Sylva.

The director of the Department of Community Colleges and the controller were authorized to continue the programs of adult basic education, and to make tentative allocations to the institutions and extension units pending receipt of notification of federal appropriations. This commitment to ABE would not waver in the months ahead as serious funding problems beset the program.

Several Local Presidents and Extension Units Approved

On August 3, upon a motion by John Reynolds with a second by John Pritchett, Dr. Gordan Blank was approved as President of Western Piedmont Community College in Morganton (NCSBE minutes, 1967h). Formerly the dean of instruction there, Blank had been named acting president in April following the resignation of Dr. Herbert Stallworth (NCSBE minutes, 1967e). Mr. Luther Medlin was approved as President of Guilford Technical Institute in Jamestown. On September 7, Mr. J. W. Young was approved as President of the Roanoke-Chowan Technical Institute Unit (NCSBE minutes, 1967i).

Also at the September Board meeting new extension units were established in Hertford, Halifax, Nash, Edgecombe, Bladen, Martin and Montgomery counties. These were "contracted" extension units which included related agreements with local boards of education. An agreement was also approved with the Duplin County Board of Education for the operation of James Sprunt Institute in Kenansville, and with the Hertford County Board of Education for the operation of the Roanoke-Chowan Technical Institute Unit in Ahoskie (NCSBE minutes, 1967i).

Six more local boards of education were contracted with in October for the operation of extension units. These were the Marion City Board of Education, and local boards in Pamlico, Bladen, Carteret, Cherokee, and Edgecombe counties (NCSBE minutes, 1967j).

ABE and Transfer Committee Appointments Named

At the October 5 Board meeting, two appointments were made to the Joint Committee on College Transfer Students (NCSBE minutes, 1967j). Dr. B. A. Barringer, President of College of The Albemarle, was named to a three-year term ending November 1970. Dr. William Richardson, Dean of Wilkes Community College, was named to a two-year term ending November 1969. At the November meeting Dr. Grady Love (see dissertation) was named instead of Dr. Barringer as an appointee by this Board. Barringer remained a member of the Joint Committee through an appointment by another group (NCSBE minutes, 1967k).

The state plan for adult basic education required a state-level advisory committee. The Board named five appointments in October: Dr. W. Burns Jones of the State Board of Health; Mr. Robert Ward of the State Department of Public Welfare; Mr. Alden Honeycutt of the Employment Security Commission; Mr. Paul Guthrie of the State Planning Task Force; and Mr. C. M. Barrett of the Department of Community Colleges.

Advisory Council Undertakes Standards Quest

The Community College Advisory Council met on November 8 and adopted a steering committee recommendation

> to coordinate the development of a code of evaluative criteria and standards for the community college system ("Community College Standards Eyed," N&O 11/9/67:12).

A timetable was established for a final report by the end of 1968, preceded by studies of local institutions, their faculty, their administration, their physical facilities, and their educational programs. The action followed over a year after a request by the State Board that the Council develop standards to gauge the quality of the schools (see Brenneman dissertation; Hamil dissertation; Richardson dissertation).

The quest also had implications for accreditation (Sease, 1968:13). Southeastern Community College, Gaston College, and Fayetteville Technical Institute were to be accredited by the Southern Association of Colleges and Schools at its upcoming annual meeting later that month ("SACS Accredits Three Schools in Community College System," 1968).

Wilkes Community College President Howard Thompson headed the steering committee. The report included the following statement:

> In addition to the obvious desirability from an educational standpoint, effective quality control will be essential if the State Board is to continue to request for the system additional funds to meet the expanding educational needs.
>
> The public has the right to demand assurance that the stated objectives of the system are being effectively met ("Community College Standards Eyed," N&O 11/9/67:12).

Advisory Council Chairman Ben E. Fountain, Jr., made assurances that the advisory body did not intend to become a lobbying agency, but noted that the State Board of Education expected the Council to assist the Department of Community Colleges in developing programs for submission to the 1969 General Assembly.

In DCC Director Epps Ready's report to the Council it was noted that enrollment increases from 1966 to 1967 were 51 percent for college parallel courses, 33 percent for technical courses, and 22 percent for vocational courses. Overall growth was pegged at 33 percent.

As of year-end 1967 the System still had 43 units, but many had been upgraded in the previous year. There were 12 "comprehensive" community colleges, 18 technical institutes, and 13 branch facilities ("Community College Standards Eyed," N&O 11/9/67:12). The seven additional units authorized by the 1967 General Assembly would generate a system of 50 institutions.

Conversions and New Presidents Noted

Several conversions were authorized at the December 7 Board meeting (NCSBE minutes, 1967l). In each case the Board action followed local voter approval of required financial support. The Jackson Extension Unit became Southwestern Technical Institute. The Wayne Technical Institute became Wayne Community College. The Craven Extension Unit became Craven Technical Institute. And the Washington-Beaufort Extension Unit became Beaufort County Technical Institute.

Approval was given for the action of local boards of trustees in naming Mr. George Resseguie as president at Bladen Technial Institute in Dublin, Mr. David Bland as president at Montgomery Technical Institute in Troy, and Mr. Jack Ballard as president at Nash Technical Institute in Rocky Mount.

At the February 1, 1968, Board meeting Mr. Phillip W. Taylor was approved as President of the Halifax County Technical Institute unit, and Dr. E. M. Hunt was approved as President of the Martin County Technical Institute unit (NCSBE minutes, 1968b).

Status Debate On Vocational Education Surfaces

The question of class image as an inhibitor to vocational training, a debate which had been central to many issues within the Community College System (see Brock dissertation; Uche dissertation), became the focus of more public debate during early 1968. College education had taken on an aura of social status (see Howell dissertation), perpetuated by many teachers as well as parents (see Campbell dissertation). The impact was likened to a caste system through which planning for the 20 percent of America's student population, those who attended college, dictated the vast bulk of public school emphases (Roy, 1967:5).

"The image of vocational education has been one of the major deterrents," observed Clifton B. Belcher (see dissertation), DPI's assistant director of vocational education. "College education has become social status," declared Dr. Charles F. Carroll. "Vocational programs have been regarded as consolation prizes for the also-rans, rather than as alternate routes to help students investigate their capabilities," said U. S. Commissioner of Education Howard Howe ("Emphasis on College Said Hurting Vocational Training," N&O 1/29/68:20).

The increase in public discussion of the status issue did not seem to result in clarification of the dual-directed role of "comprehensive" institutions, but it became clearer that the state's projected need of 200,000 additional trained industrial workers by 1970 would have an impact upon the short-term direction of the System (see Barrier dissertation; Fisher dissertation).

The situation with vocational education became an election issue in the spring of 1968. Lieutenant Governor Robert W. Scott, an *ex officio* member of the State Board of Education running for governor, posed it as a solution to the public school dropout problem:

> There is a great need in North Carolina to train more youths to work skillfully with their hands ("Scott Sees Great Need For Courses," N&O 4/5/68:13).

He took the position that industrial arts and vocational training should be extended to junior high schools.

Board Denounces Construction Cutbacks

Some construction allocations were authorized on December 7. These received the necessary approval by the Advisory Budget Commission later that same day (NCSBE minutes, 1968a). But the growth of the System had been slowed by funding cutbacks, some of which were federal. At the February 1 Board meeting the following resolution was passed:

> The North Carolina State Board of Education, governing body for the 50 emerging institutions in the State Community College System, hereby makes known to the North Carolina Senators and Representatives in the Congress of the United States, and the Secretary in the Department of Health, Education and Welfare, that the reduction of some $33,000,000 in construction funds under Title I, Section 103 of the Higher Education Facilities Act has seriously impaired the planned development of many community colleges and technical institutes in North Carolina (NCSBE minutes, 1968b).

This one-third cut back in EFHA funds meant that many of the institutions would not be able to receive matching construction grants before the December 31, 1968, deadline which had been set for the use of State construction funds. Consequently, the Board asked the Director to request that the Advisory Budget Commission extend a deadline on the use of state construction funds for one year where it was needed.

Graduate Intern Program for N. C. State

At the February meeting a $177,453 budget for the School of Education at North Carolina State University was approved to provide a graduate intern program for administration and supervision in adult education (see Fearing dissertation). This was explicitly for personnel of the Community College System. Of this budget $95,900 was allocated for payment to interns, that is, the employees themselves (NCSBE minutes, 1968b).

Upon a motion by John Reynolds with a second by John Pritchett, Mr. Phillip W. Taylor of Halifax County Technical Institute and Dr. E. M. Hunt of Martin County Technical Institute were approved as presidents. The board also granted president Raymond A. Stone of Sandhills Community College permission to use accrued vacation time plus unpaid leave while he campaigned from January 19 until May 31 for election as state superintendent of the N. C. Department of Public Instruction. Mr. S. G. Chappel served as acting president in Stone's absence.

Job Training Turf Debated With Industrial Developers

In the spring of 1968 the N. C. Industrial Developers Association advocated removing technical institutes from the control of the Department of Community Colleges and placing them under a separate state agency ("Community Colleges Defend Training Role," N&O 3/16/68:3).

The State Association of Community College Presidents was on record as opposing any such change. As administrators the local presidents did not want to lose funding for training programs which were conducted for new and expanding industry ("Job Training Belongs In Colleges — Ready," N&O 5/16/68:16), and as educators they opposed the challenge in principle. The Association's president, President Howard Boudreau of Fayetteville Technical Institute, responded that such schools

> ought to remain education institutions, and not just a training ground for new industry ("Community Colleges Defend Training Role," 3/16/68:3).

DCC Director Ready issued assurances that the Department was working closely with the State Division of Commerce and Industry, the industry-hunting arm of the N. C. Department of Conservation and Development. Manpower training continued to be a major objective of the 50 institutions, said Ready, and cooperation should be maintained with other government agencies, but it should be done so with the understanding that such programs needed to be operated through the community college system ("Job Training Belongs in Colleges — Ready," 1968).

Trustees Association Memberships Approved

The Board opened its March 7 meeting with a tribute to Dr. Guy B. Phillips, a Board member who had died since the February meeting. Mr. Thurman Horney was approved as president of Edgecombe County Technical Institute Unit, and a leave of absence was approved for Mr. Charles Holloman, the business manager and associate director of the Department of Community Colleges, while he campaigned for election to Congress (NCSBE minutes, 1968c).

At the May 2 Board meeeting seven local institutions were allotted $100 each for memberships in the North Carolina Trustees Association of Community Education Institutions: Beaufort County Technical Institute, Pitt Technical Institute, Wilson County Technical Institute, Central Piedmont Community College, Davidson County Community College, Rockingham Community College, and Sandhills Community College. It was noted that any institution within the system desiring to join this association might do so and seek reimbursement (NCSBE minutes, 1968e).

Data Processing Needs Assessment Study Approved

At the first of two June meetings of the Board, Caldwell Technical Institute and Pitt Technical Institute were both approved for conversion to community colleges (NCSBE minutes, 1968f). Haywood County Technical Institute, which had previously been operated on a contractual basis, was converted to an independent chartered technical institute. Also, subject to approval of the

Governor and the Advisory Budget Commission, contractual technical institutes were approved for Vance County, Johnston County and Henderson County.

Approval was given to Peat, Marwick, Mitchell and Company for a study of data processing needs of local institutions. This was funded subject to available funds with a limit of $110,000, per the proposal dated May 2, 1968. Decision on the proposal had been deferred for consideration by A. C. Davis, the Department's controller (NCSBE minutes, 1968e).

Joint Statewide Survey With ESC Approved

A contract agreement with the Employment Security Commission was approved at the June 6 Board meeting (NCSBE minutes, 1968f). Under this agreement the Commission would develop and carry out a statewide survey of clerical and sales occupational needs. The undertaking would begin July 1, 1968, with the Department paying approximately 25 percent of the total cost, an amount which was estimated at $5,450.

A second Board meeting was held in June, on the 27th (NCSBE minutes, 1968ff). This was in lieu of a July meeting and allowed for consideration of several issues before the end of the fiscal year. Most of the issues concerned matters relating to the Department of Public Instruction.

In addition to the few routine fiscal matters concerning the Department of Community Colleges, Dr. S. Bruce Petteway was approved as President of College of The Albemarle following the resignation of Dr. B. A. Barringer.

Also, consideration of an agreement between the Department and the Department of Conservation and Development was deferred. It addressed the potential use of pier facilities for dockage at Camp Glen near Morehead City by any Department-owned ship or vessel.

CHAPTER SIX

FY 1968-69: Weathering a Storm, Gathering a Harvest

Since the State Board of Education met twice in June of 1968, it did not meet during July. At the August 1, 1968, Board meeting Mr. O. U. Porter was approved as Acting President of Sampson Technical Institute while President J. E. Vann (see dissertation) was on educational leave without pay (NCSBE minutes, 1968h). Also, a request by the Board of Trustees of Randolph Technical Institute for conversion to a community college was denied.

Advisory Council Changes Alter Influence Patterns

In a major change at the August meeting the presidents and local board members of each institution in the System were approved as members of the Community College Advisory Council. Successors, in turn, would automatically assume a vacancy on the Council (NCSBE minutes, 1968h). This significantly increased the number of Council members, thus diluting the proportional influence of those who had previously comprised a much smaller group. It also decidedly created a majority of those with "insider" commitments to the System.

In addition, seven current Advisory Council members were reappointed to three-year terms ending July 1, 1971: H. M. Arndt, Superintendent of Catawba Co. Schools; Bonnie Cone, Vice Chancellor of the University of North Carolina at Charlotte; Maurice G. Hill, President of Drexel Enterprise, Inc.; R. L. Holt, Vice President of East Carolina University; Madeline McCain, Professor of Health at the University of North Carolina at Greensboro; C. C. Scarborough, Professor of Agricultural Education at North Carolina State University; and L. F. Zerfoss, Professor of Psychology at Asheville-Biltmore College. Also, John F. Corey was named for a one-year term to replace Howard Boozer as the representative for the Board of Higher Education.

Obsolete Data Processing Training Assessed

The Board in its August meeting took action on a proposal for a data processing study as the result of a report contained in a July memorandum (NCSBE minutes, 1968h). The memo was from Robert E. Johns, the Department's

Director of Central Data Processing, and Charles R. Holloman, the Associate Director and Business Manager of the Department, to the State Budget Officer, Mr. G. A. Jones, Sr.

The memorandum reported on a July 25 meeting by Johns and Holloman with a six-member advisory group: Mr. Graham Dozier, Vice President of Wachovia Bank and Trust Company and chairman of the North Carolina EDP Advisory Committee; Dr. James Ferrell, a chemical engineer and a member of the board of directors of Triangle Universities Computer Center; Mr. Willis Holding, Jr., Assistant State Purchasing Officer and member of the North Carolina EDP Advisory Committee; Dr. LeRoy Martin, Jr., Professor of Mathematics at North Carolina State University and member of the North Carolina EDP Advisory Committee; Mr. Louis T. Parker, Jr., Director of North Carolina Computer Orientation Project of the State Board of Higher Education; and Mr. Roger Worthington, the program development coordinator for the Curriculum Laboratory of the State Department of Community Colleges.

A paragraph on page 3 of the memo succinctly summarizes its content:

> The idea was very strongly expressed by several members of the group that data processing installations in the community college system are to a large extent training students for jobs that no longer exist or are rapidly disappearing and training them on equipment that is obsolete or antiquated even at the time it is purchased or leased (R. E. Johns and C. R. Holloman, personal communication, July 29, 1968).

The Board took action to authorize the Department to employ personnel and to conduct the necessary activities for an initial study, and then to carry on a monitoring program.

College Transfer Committee Releases Report

The Board met twice in September of 1968, the second time in lieu of an October meeting. Included among the items of routine business in both sessions were a number of tentatively approved construction projects at local institutions.

Of greater public impact was the release of a report by the Joint Committee on College Transfer Students which spelled out guidelines for uniform admission procedures (see Dawson dissertation) and for comparing various institutional credits ("College Transfer Study Completed," 9/29/68:IV,8). Although the focus was upon transfers from two-year to four-year institutions (see Daniel dissertation; Andrews dissertation) rather than the reverse (see Boyd dissertation), it wasn't long before observers noted the implications for counter-transfers ("Students Switch to 2-Year Schools," N&O 2/5/69:6).

Also in September the Republican candidate for governor, former Congressman James C. Gardner of Rocky Mount, joined the debate over vocational education. He said,

> We must re-establish our priorities in North Carolina as our vocational and industrial training is woefully inadequate to prepare our students for this technical age ("Candidate Cites Neglect," N&O 9/29/68:7).

Garner further observed that the State ranked 44th in per capita expenditures for education.

Industrial Education Director Departs

The resignation of George L. Howard, the Department's director for new industry training, precipitated a renewal of the debate as to the appropriate state agency for this function ("N. C. Training Plan Criticized," N&O 11/15/68:1). Howard, whose suggestions to officials in the Department of Conservation and Development had fueled discussion earlier in the year ("Job Training Belongs In Colleges — Ready," N&O 5/16/68:16), took a similar job in Florida. His departing comments indicated a position which dissented from several mainstream thrusts of the Department of Community Colleges:

> The system started out as a system of industrial education centers but has gotten into the business now of college parallel work.
>
> It is almost impossible for a man who is a community college president to wear both hats — academic and technical ("N. C. Training Plan Criticized," N&O 11/15/68:1).

Howard also noted that he had never been comfortable with his perception that the chairman of the State Board of Education "actually runs the community colleges."

Chairman J. W. "Willie" York of the State Board of Conservation and Development pointed to Howard's resignation as an indicator of what he saw as a basic fault in the State's approach to industrial education. He said that higher education was not the universal prescription for all ills, and that job training must be offered for the unskilled. Several months earlier York had said North Carolina was "missing the boat" by failing to provide a separate curriculum for youths not interested in academic pursuits ("N. C. Training Plan Criticized," N&O 11/15/68:1).

Board Chairman Addresses Advisory Council

Board Chairman Dallas Herring's vision of the System was vigorously reiterated in a November speech before the 123-member Community College Advisory Council ("State Official Praises Community College System," N&O 11/27/68:9). Herring noted that in just 10 years seven IECs had blossomed into an operation which encompassed 13 community colleges and 37 technical institutes, and that enrollment had expanded from 11,000 to 189,000.

Herring's remarks were also tailored to address the industrial development debate as he reported that 318,000 people had been trained during the intervening decade to fill 309,005 new industrial jobs created across the State. The speech set a tone of response in which renewed efforts were made to express the message of "the non-selective comprehensive community college with an open door policy" (Fulford, 1969).

In formal action the Council unanimously recommended that the Board adopt the report of Howard E. Thompson's 18-member steering committee entitled "Standards and Evaluative Criteria." A proposal by Council Chairman Ben E. Fountain, Jr., to organize four study commissions — financial resources and physical facilities, educational programs and services, the role and coordination of the system, and institutional organization, administration and personnel — was also approved.

Controller A. C. Davis reported that $151 million had been requested for the 1969-70 biennium, an increase of 209.5 percent from the $48.8 million allocated for 1967-68. Dr. Ready reported that the System's 50 institutions were within reach of 95 percent of the State's population (see Bolick dissertation), and that 25 percent could commute to transfer programs offered at 13 community colleges ("State Official Praises Community College System," N&O 11/27/68:9). Enrollment for calendar year 1968 was up 14 percent ("Community Colleges Enrollment Up," N&O 1/3/69:3).

Higher Education Board Issues Major Report

The Community College Advisory Council meeting on November 26 coincided with the November 27 issuance of a 497-page report from the State Board of Higher Education ("College Heads Cautious on Agency Plan," N&O 11/28/68:6D). Its 118 specific recommendations encompassed the proposal to create a single agency to coordinate activities and budgets of public colleges and universities in North Carolina.

Dr. John T. Caldwell, Chancellor of North Carolina State University, said that there was no doubt the State needed more adequate control over the planning and implementation of developments in higher education. He added:

> The question in any state...must always be resolved in practical terms which reflect the existing configurations and institutional histories out of which sound organizations must emerge ("College Heads Cautious on Agency Plan," N&O 1/28/68:6D).

Mr. William T. Friday, President of the Consolidated University of North Carolina, noted that the General Assembly was being asked to give up its authority to make direct allocations to special programs at specific institutions.

First Chartering of Contracted Units

At the November 7 Board meeting the contracted technical institute in Carteret County was approved for conversion to a charter technical institute, subject to the approval of the Governor and the Advisory Budget Commission (NCSBE minutes, 1968k). The voters in Carteret County had approved tax support for a local bond issue of $500,000. Similar approval for a conversion was given to the technical institute in Cleveland County, subject to forthcoming voter approval anticipated in March of 1969.

At its December 5 meeting the Board was advised by a letter from the Advisory Budget Commission dated November 29 that action had been deferred on requests to convert those two extension units in Carteret and Cleveland counties, as well as one in Haywood County (NCSBE minutes, 1968l).

On December 13 the Governor and the Advisory Budget Commission approved conversion of the Carteret, Cleveland, and Haywood units to independent technical institutes. The Carteret and Haywood approvals were final; the Cleveland County voters had not yet approved the local funds (NCSBE minutes, 1969a).

Two New Board Members Seated

Dr. Allan Hurlburt was reappointed by the Board during the November meeting to a three-year term on the Joint Committee on College Transfer Students (NCSBE minutes, 1968k).

At the December meeting Mrs. Forrest Lockey and Dr. Neill Rosser were seated as new Board members (NCSBE minutes, 1968l). The continuing board members were John A. Pritchett, R. Barton Hayes, Harold L. Trigg, G. Douglas Aitken, John M. Reynolds, William R. Lybrook, and Charles E. Jordan. The chairman continued to be W. Dallas Herring. State Treasurer Edwin Gill and State Superintendent of Public Instruction Charles F. Carroll also served on the board. Dr. Craig Phillips, elected in November of 1968 to succeed Dr. Carroll, began meeting with the Board in February as did incoming Lieutenant Governor Pat Taylor (NCSBE minutes, 1969b).

Advisory Council Subcommittee for Standards Named

At the January Board meeting a resolution was passed which entered into the minutes an official action *nunc pro tunc* concerning the Nash Technical Institute Extension Unit (NCSBE minutes, 1969a). The resolution stated that the voting committee was sitting as a committee of the whole when it considered a petition of the Nash County Board of Education on July 11, 1963. This action was designed to render moot any question about the operation of the facility in the Benvenue Community near Rocky Mount.

The Board accepted a report from the Advisory Council which set forth criteria of standards and evaluation, and appointed six persons to a standing committee for on-going review of the document entitled "Standards and Evaluative Criteria." Gerald B. James, Robert E. Paap, G. Herman Porter, Thomas W. Simpson, William B. Taylor, and Howard E. Thompson were named to serve two-year terms on that committee until January 1, 1971.

GED Guidelines Modified

The general student eligibility requirements for high school education of adults by the Community College System was modified at the January 1969 Board meeting (NCSBE minutes, 1969a). Subsequent to this action admission to the GED diploma program was generally limited to persons at least 18 years of age. However, students between 16 and 18 years of age could be admitted as having special needs upon a written recommendation by the local school superintendent. This action replaced a minimum age requirement of 21 and a special provisions baseline of 18.

Two Associations Plan Strategy for Funding Requests

Legislative committees of two System-related organizations met in early February to coordinate efforts aimed at gaining a two-year increase of 32 percent for faculty salaries and an additional $12 million in construction funds from the 1969 General Assembly ("$12 Million To Be Asked For Schools," N&O 2/11/69:5). Construction funds were designed to help implement a $30.5 million building program ("College Building Funds Sought," N&O 4/11/69:6).

H. Clifton Blue of Aberdeen, chairman of the Sandhills Community College trustees, headed the group representing the North Carolina Community Colleges and Technical Institutes Trustees Association. Dr. Howard E. Thompson, president of Wilkes Community College, headed the group for the Community Colleges and Technical Institutes Presidents Association ($12 Million To Be Asked For Schools," N&O 2/11/69:5).

A report by Dr. Raymond Stone, president of Sandhills Community College, said that faculty salaries at the 50 institutions were $2,541 below the national average. He compared this with other N. C. deficits of $1,077 for public schools and $603 for four-year colleges.

New Industry Training Policy Approved

A 1968 federal publication released in January 1969 listed North Carolina as tied for third place among states in percentage of employed workers enrolled in trade extension classes offered by technical institutes, community colleges, and secondary schools ("State High In Trades Enrollment," N&O 1/23/69). The percentage figure translated to 39,228 such students, 34,480 of whom were in the System, a raw total which itself ranked sixth in the nation.

At the March 6 Board meeting a policy statement on training for new and expanded industry was approved. Its introductory statement is as follows:

> The creation of more jobs and better paying jobs in North Carolina by promoting the expansion of existing industries and by attracting new industries to the state was a major consideration in the original establishment of the industrial education centers, and later the Community College System.
>
> The ability of the education system of the State to produce trained people to fill the new jobs created was and remains the prime factor in getting new industry in North Carolina (NCSBE minutes, 1969c).

The policy went on to make five points.

First, that legitimate training programs, tailor-made for each industry, should be developed and funded. Second, that state funds for budgeting training support should be established separately. Third, that the Department of Community Colleges should work closely with local institutions to prepare training programs. Fourth, that the actual training would be conducted by the local institutions. And fifth, that the regular curriculum and extension programs of the local institutions, although providing normal preservice and upgrading training, was not to be oriented to a specific industry but to the long-range and broader educational needs of the individual.

LINC Contracted to Address Developmental Studies

At the March 1969 board meeting, approval was given for a contract with the Learning Institute of North Carolina (LINC). The purpose of this contract was set forth in a February 25, 1969, abstract which became a part of the March meetings:

> Universal education, which has been the cornerstone of our educational system, is rapidly being expanded to include education beyond the high school with the feeling that it can play a major part in raising the sights of men and women, and in improving their social conditions. With the advent of the North Carolina Community College System the door which had previously been closed is now open to a vast number of students — the 'high risk,' the underachiever, and the disadvantaged.
>
> The community colleges and technical institutes, to which these students turned because of their accessibility, have found themselves faced with a task for which they are not equipped. They need to design developmental studies programs which are meaningful and which will aid the student in overcoming his deficiencies (NCSBE minutes, 1969c).

The three-phase approach included an in-depth study of the population, the development of programs and faculty, and the implementation and field testing of specific programs to be designed during the summer institutes.

Nursing Education Committee Members Named

At the April 3 Board meeting 12 appointments were made to the Joint Committee on Nursing Education, a group reconstructed in conjunction with the State Board of Higher Education (NCSBE minutes, 1969d). Those named to one-year terms expiring December 1, 1969, were: Dr. Issac H. Miller, Jr., President of Bennett College in Greensboro; Dr. George W. Paschal, a physician from Raleigh; Mr. Charles E. Wiley, a registered nurse and Director of Nursing from New Hanover Hospital in Wilmington; and Miss Carolyn Williams, a registered nurse and an instructor in the School of Nursing at North Carolina Baptist Hospital in Winston-Salem.

Those named to two-year terms expiring December 31, 1970, were: Dr. Cecil Patterson, Dean of the Undergraduate School at North Carolina College in Durham; Mr. Thomas Matherlee, an administrator in Gaston County Hospital at Gastonia; Mrs. Jesse P. Kiser, a registered nurse and Head of Nursing Progams at Central Piedmont Community College in Charlotte; and Mrs. Susan H. Sauders, a registered nurse and a supervisor-teacher of practical nurse education at James Sprunt Institute in Kenansville.

Those named to three-year terms expiring December 31, 1971, were: Dr Gerald B. James, President of Rockingham Community College in Wentworth; Dr. Howard R. Boozer, Vice President for Higher Education Programs at the Regional Education Laboratory of the Carolinas and Virginia in Durham; Dr. Eloise R. Lewis, Dean of the School of Nursing at the University of North Carolina at Greensboro, the chairman of the North Carolina Board of Nursing, and the president of the North Carolina State Nurses Association; and Dr. Kathryn M. Crossland, a registered nurse and Professor of Nursing in the Department of Graduate Studies at Duke University in Durham.

Staff members included Dr. John F. Corey, Assistant Director of the North Carolina Board of Higher Education; Mrs. Vercie Eller, a registered nurse in the Department of Community Colleges of the North Carolina Board of Education; and Miss Miriam Daughtry, R.N.

DCC and C&D Adult Education Divisions Cooperate

At the May 1 Board meeting, upon a motion by Chairman Herring with a second by John Pritchett, the Board gave tentative approval for a technical institute extension unit in Person County. It was subject to approval by the Governor and by the Advisory Budget Commission, and subject to funding by the 1969 General Assembly.

Upon a motion by Herring with a second by Barton Hayes, the Board authorized the Director of the Department to approve general education curriculum programs for institutions in the community college system.

Approval was also given to an agreement between the Department and the North Carolina Department of Conservation and Development which allowed for two specific programs to be performed by the adult education divisions in local institutions. The first was a course entitled "Human Relations Training for Municipal Employees." The second program, one which awaited federal funding, would provide a course related to urban governments entitled "Supervisory Development Training for Public Works Department Laborers."

Budget Formula Committee Noted

A May 29, 1969, memorandum makes note of the members of the Budget Formula Committee for the Department (NCSBE minutes, 1969f). Dr. H. Edwin Beam, the president of Caldwell Technical Institute in Lenoir, was chairman of the 10-member group of local presidents. The others were: Thurmond Brock of Craven County Techical Institute in New Bern, Salvatore DelMastro of Wilson County Technical Institute in Wilson, Dr. Richard Hagemeyer of Central Piedmont Community College in Charlotte, Dixon Hall of James Sprunt Institute in Kenansville, Dr. E. M. Hunt, Paul H. Johnson of Pamlico County Technical Institute in Alliance, M. J. McLeod of Cape Fear Technical Institute in Wilmington, Ernest Parry of Forsyth Technical Institute in Winston-Salem, and Thomas W. Simpson of Asheville-Buncombe Technical Institute in Asheville.

R & D Contract Renewed With LINC

At the June 5 Board meeting, upon a motion by Harold Trigg with a second by John Reynolds, the Board approved $60,000 for a one-year renewal of a research and development agreement (see Kemp dissertation) with the Learning Institute of North Carolina originally entered into on June 4, 1964 (NCSBE minutes, 1964f).

A request from the trustees of Fayetteville Technical Institute for approval as a community college was considered. However, upon a motion by Trigg with a second by Reynolds, the board referred the matter back to the Department of Community Colleges for further study. During the same session, upon a motion by Dallas Herring with a second by Craig Phillips, the board approved a request from Onslow Technial Institute for conversion to a community college. Herring and Phillips also received approval for Nash Technical Extension Unit to become a chartered technical institute, subject to approval by the Governor, the Advisory Budget Commission, and the voters of Nash County.

Board OK's Management of Wayne County Airport

At the June Board meeting Joseph H. Nanney was approved as Acting President of Richmond Technical Institute effective September 1, and Dr. William Thomas Cottingham was approved as President of Southeastern Community College effective July 1 (NCSBE minutes, 1969f).

As a note of information to the Board during the June meeting, it was announced that the voters of Cleveland County had failed on May 24 to approve the local support required for a proposed chartered technical institute, and that until this was accomplished the extension unit would remain as a contracted technical institute.

Tentative approval was given for Wayne Community College to manage the Goldsboro-Wayne County airport. The action was an outgrowth of instructional programs relating to air science occupations and technologies. The local airport authority had approached Wayne Community College when appropriate management services could not be acquired for a quality airport operation. The college was asked to manage the airport as a self-supporting program and as a learning experience. The proposal was found to be feasible, and the Wayne County Commissioners agreed to underwrite the college in the total operation of the airport.

System Inequities Cited in Funding Debate

Some locations in the System are "palaces and some pigsties" said Board Chairman Dallas Herring during the June meeting ("Job Training Plan Aims at Relevancy," N&O 6/6/69:6). He was assessing the influence of inequities in local funding among various community colleges and technical institutes (see Jones dissertation). The concern had to do with procedures to allocate $25 million in State funds and $8.5 million in federal funds for vocational education during 1968-70. Herring was requesting modification of the plan, which required federal approval, to allow treatment different from the public schools for institutions within the Community College System (see Johnson dissertation). The plan encompassed Governor Robert W. Scott's proposal that vocational education be offered in the junior high school (see Roy dissertation; Woelfer dissertation).

The fiscal year closed on a note of growth and expansion as three community colleges and four technical institutes were named by the Board ("Community Colleges Designated," N&O 6/6/69:24). This increased the total number of institutions in North Carolina's Community College System to 54. A request to upgrade Fayetteville Technical Institute was delayed for further study upon Board consideration of objections from N. C. Methodist College (see Bryan dissertation; Segner, 1966:113-121).

CHAPTER SEVEN

FY 1969-70: Of Short-Term Goals and Long-Range Plans

The question of what the future would bring was much on the minds of observers both within and without the System as the seventh fiscal year got underway. The Department's official publication, *The Open Door*, carried a positive editorial assessment of its prospects in the summer 1969 issue:

> Those 'naysayers' who hold that occupational and liberal education would not be compatible in a single school are confounded by the existence now of a system of institutions with functioning comprehensive curricula.
>
> Other persons who warned that the taxpayers could not afford to support a new level of educational opportunity are confronted by the ready support of the institutions from local, state, federal and private resources.
>
> The door to total educational opportunity was opened to all North Carolinians during the past ten years. Now in the second decade what will those who seek to enter those doors discover there? (Fountain, 69:20).

The article was taken from a speech made earlier in the year before the North Carolina Education Association unit at Central Piedmont Community College. It was given by Dr. Ben E. Fountain, Jr., President of Lenoir Community College and Chairman of the Community College Advisory Committee.

The answers to rhetorical questions were structured for dissemination to a wider audience, and consisted of three specific orientations. First, a continuing commitment to the entire educational effort in North Carolina. Second, a need to educate the public, colleagues in public schools, and counterparts in higher education about the nature and purposes of community colleges and technical institutes. Third, a collegial focus upon the quest for excellence, including efficient and effective utilization of available personnel and materials plus the securing of adequate minimum resources.

Reminder Authorized for Local Budgets

At the July Board meeting the Director was requested by the Board to inform local authorities each year in writing, at the time of budget allocations, that they were expected to fully meet their obligations to provide certain operating funds (NCSBE minutes, 1969g). Local sources were responsible for adequate space facilities, maintenance and operational expenses, fuel, power, and other utilities. Disposition of state funds for programs, faculty, and administration was one side of the partnership, and the Board felt that at budget time a reminder was in order.

Approval was also given during July for the establishment of a Joint Committee on Dental Education with the State Board of Higher Education.

Associate of Science Degree Sanctioned

Upon a motion by Board Chairman Herring and with a second by DPI Superintendent Craig Phillips, approval was given August 7, 1969, for all community colleges to award the Associate in Science degree. The designation would apply to future graduates in the following pre-professional college transfer programs: agriculture, dental, engineering, forestry, mathematics, medical, optometry, pharmacy, science, and veterinary medicine.

Requirements for the A. S. degree included 9-10 hours in grammar and composition, 6 hours in the humanities, 18-20 hours in mathematics, 24 hours in biological or physical laboratory science, 9 hours in social science, 6 hours in physical education and 21-24 hours in electives.

ABC Defers Conversions

The Board learned at its August meeting that a decision had been taken by the Advisory Budget Commission on July 1 to defer until October any action concerning the conversion of technical institutes to community colleges in Caldwell, Onslow, and Pitt counties (NCSBE minutes, 1969h). Also, the approval of the conversion of an extension unit in Nash County to a technical institute was deferred until local voters had approved financial support.

Extension units had been approved in Johnston, Vance and Person counties. The extension unit in Martin County had been approved for conversion to a technical institute, and the establishment of a new technical institute had been approved for Henderson County. By the November meeting Onslow Technical Institute had been approved, but the ABC had again delayed action on Pitt and Caldwell (NCSBE minutes, 1969k).

In further August action, approval was given for the election of presidents at two local institutions — Mr. Johnas F. Hockaday at Central Carolina Technical Institute effective September 1, 1969, and Mr. Donald R. Mohorn at Vance County Contracted Technical Institute, effective August 13, 1969 (NCSBE minutes, 1969h).

Internship Program Generates Results

At the September meeting Dr. John L. Tart (see dissertation) was approved as president of the Johnston County Technical Institute Extension Unit effective

August 11 (NCSBE minutes, 1969i). He was among the 1969 vanguard of doctoral graduates from North Carolina State University who generated research (see Barrett dissertation; Edmundson dissertation; Killian dissertation) assessing some aspect of the North Carolina Community College System. Previously, the dearth of such literature was evidenced by only six offerings in seven years, most of which were out of Duke University, the base of operation for Dr. Allan Hurlburt (see Segner, 1974).

The N. C. State connection was stimulated by the internship program which that year, according to *The Open Door*, provided the opportunity to

> as many as 20 outstanding present and prospective community college and technical institute administrators ("Developmental Program for Technical Institute, Community College Administrators," 1969).

The University's Department of Adult Education, having undertaken a contractual arrangment with the Board, would subsequently undergo a name change which reflected its ever-increasing symbiotic relationship with the System (see Fearing dissertation).

MDC Recruitment Proposal Tentatively Approved

In October the Board, upon a motion by Chairman Herring with a second by Charles Jordan, approved in principle a proposal from the North Carolina Manpower Development Corporation (MDC). This private, non-profit corporation funded by foundation and federal grants had field tested a program in Greensboro designed to recruit under-educated "hard core" unemployed and under-employed adults. Under normal conditions, students were recruited by the Employment Security Commission which provided them with any warranted financial assistance ("Manpower Training," 1969).

This target population was provided with motivational and basic education training, and jobs were secured for those completing the training cycle. MDC proposed a pilot program in cooperation with a selected institution within the Community College System. The Board's approval in principle was subject to satisfactory funding arrangement.

An Understanding With the League of Municipalities

In November the Board received a report on an "understanding" between the Department (and its member institutions) and the North Carolina Association of Municipal Electric Systems of the North Carolina League of Municipalities. It concerned having the Department expand a training program for line safety:

> The Department of Community Colleges, State Board of Education, will provide consultant services for job safety training to the municipal electric

> systems of the state; and it will develop a pool of part-time instructors from the employees of the municipal electric systems by having an area consultant provide such consultant services as an instructor trainer or as an instructor in special areas (NCSBE minutes, 1969k).

Curriculum Approvals Linked to Standards

Applications for new curriculum programs originated with local institutions. They were considered by the Board for approval upon recommendation by the Department of Community Colleges. In the December 3 Board meeting, the standing committee on community colleges presented a policy entitled "Standards in Evaluative Criteria" which had been recommended by the Community College Advisory Council for use in evaluation of a local institution's effectiveness in providing instruction. Accordingly, upon a motion by Chairman Herring with second by Douglas Aitken, the Board approved the following policy statement (page 5):

> After a date to be announced later...the State Board will require an evaluation report on the institution based on the "Standards in Evaluative Criteria" before approving new curriculum programs for that institution (NCSBE minutes, 1969l).

In conjunction with this matter the Board requested that the Advisory Council make the necessary studies and submit any related budgetary requests for the 1971-73 biennium.

A contractual agreement was approved with the Person County Board of Education for the operation of a technical institute extension unit effective July 1, 1970. The Board was also informed that surveys were being conducted in Mitchell, Yancey and Avery counties.

Also, Dr. William D. Killian, formerly Director of Technical-Vocational programs at Catawba Valley Technical Institute, was approved as President of Henderson County Technical Institute effective December 1, 1969.

ABE Agreement Approved With N. C. State

A state plan for adult basic education was approved as an agreement between the Department of Community Colleges and North Carolina State University (NCSBE minutes, 1969i), a relationship which spawned further academic research. The purpose was to provide preservice and inservice teacher training through the School of Education and its Department of Adult Education.

This training would go to teachers (see Colquitt-Wilkins dissertation), counselors (see Knox dissertation; Bottoms dissertation), learning laboratory coordinators (see Killian dissertation), supervisors, student personnel directors (see Chalmers dissertation), adult basic education directors (see Camp dissertation;

Prisk dissertation), and others who were related to basic education programs (see Williams dissertation) in the local (see Jackson dissertation) institutions of the Community College System.

In an attachment to the December minutes, a proposal submitted by the NCSU Department of Adult Education set forth four key objectives for the program. First, to promote an understanding (see Fendt dissertation) of the continuing in-service program to faculty members and administrators at local institutions. Second, to develop an appropriate on-going model. Third, to utilize educational technology with an emphasis upon its potential local use. And fourth, to directly provide training in how to specifically teach reading, math, social sciences, and human resources development to the under-educated adult (see Lilley dissertation).

ABC Requests Renew Debate on System's Purpose

At the January 8, 1970, Board meeting, authorization was given for the renewal of application to the Advisory Budget Commission for approval to convert Pitt and Caldwell Technical Institutes to community colleges. This was done in response to the return of the original request without approval. The Advisory Budget Commission had asked that the State Board of Education reconsider the matter and accumulate further justification (NCSBE minutes, 1970a).

The Advisory Budget Commission responded pointedly in its February 6 session in an attempt to head off what was perceived as a growing interest by technical institutes in becoming a base for a system of junior colleges or regional universities ("Technical Schools Wary of New Role," N&O 2/8/70:1). Dr. William Turner, director of the Department of Administration, stated that he was instructing his budget division to work with the Department of Community Colleges

> to insure that future budgets of the community colleges are...prepared and presented...to reflect the state appropriation devoted to technical and vocational education and training, and that which is devoted to college level training ("Tech Institutes Not College-Bound," N&O 2/7/70:3).

Turner had emphasized that voc-tech funds should not be diverted for academic programs.

The ABC's action and Turner's comments followed within two weeks of a meeting between East Carolina University President Leo Jenkins and presidents of the System's 41 community colleges and 13 technical institutes. Jenkins had called for agreements which would allow full acceptance as juniors at ECU for graduates from any institution in the Community College System. Some local presidents, including Col. Robert LeMay of W. W. Holding Technical Institute in Wake County, took the position that such a move would either lower ECU's academic standards or change the vocational emphasis of the technical institutes ("Technical Institutes Wary of New Role," N&O 2/8/70:1).

The perceived threat was sufficient to have the Advisory Budget Commission reiterate a major addition to the Community College laws enacted by the 1969 General Assembly. Since 1963 the Statement of Purpose, initially titled as Chapter 115-A, had read:

> The purposes of this Chapter are to provide for the establishment, organization, and administration of a system of educational institutions throughout the State offering courses of instruction in one or more of the general areas of two-year college parallel, technical, vocational, and adult education programs, to serve as a legislative charter for such institutions, and to authorize the levying of local taxes and the issuing of local bonds for the support thereof (North Carolina Session Laws, 1963, c. 448, s. 23).

The additional new wording, now referred to as Chapter 115-D, did not change this opening portion of the Statement, but was the portion of the Statement which was cited by the Advisory Budget Commission:

> The major purpose of each and every institution operating under the provisions of this Chapter shall be and shall continue to be the offering of vocational and technical education and training, and of basic, high school level, academic education needed in order to profit from vocational and technical education, for students who are high school graduates or who are beyond the compulsory age limit of the public school system and who have left the public schools (North Carolina Session Laws, 1969, c. 562, s. 1).

Advisory Council Appointments Noted

In January action the Board named the executive director of the North Carolina League of Municipalities, S. Leigh Wilson, to the Advisory Council for the unexpired term of Mrs. Davetta Steed until July 1, 1970, and Gordon H. Greenwood, Chairman of Buncombe County Commissioners, was named to a term ending July 1, 1972 (NCSBE minutes, 1969a).

The following members were reappointed for terms ending July 1, 1972: Mrs. Mebane H. Bergwyn, Director of Guidance Services for Northampton County Schools; Dr. John F. Corey, Assistant Director for the State Board of Higher Education; Dr. William C. Friday, President of the University of North Carolina; Dr. Allan Hurlburt, a professor at Duke University; Mr. Charles W. McCrary, the Board Chairman of Acme-McCrary Corporation in Asheboro; Mr. B. C. Mangum, President of Farm Bureau Federation; Dr. J. H. Ostwalt, Associate Dean of Faculty and Registrar at Davidson College; and Dr. Frank Tolliver, a consultant for the Department of Public Instruction.

On February 5 the Board approved the appointment of John T. Morrisey, Sr., the Executive Secretary of the North Carolina County Commissioners, for an Advisory Council term ending July 1, 1972 (NCSBE minutes, 1970b).

Also in February, Dr. Arthur Land, Dean of Instruction at College of The Albemarle, was named for a three-year term to the Joint Committee on College Transfer Students. He succeeded Dr. William Richardson, Dean of Wilkes Community College.

Self-Accrediting Request Made of Federal Agency

The Southern Association of Colleges and Schools would not accredit the System's "contracted" extension units ("Accreditation Refusal is Defended," N&O 1/10/70:3). This lack of accreditation prohibited these institutions from receiving certain federal funds ("State School Board Head Blasts Accreditation Policy," N&O 1/9/70:40). So, the Board requested that the United States Commissioner of Education allow the Board to accredit its own institutions ("Aid Sought in Accreditation Fight," N&O 1/11/70:14). The central language of the resolution stated:

> Whereas, Federal laws and regulations require that institutions in order to become eligible for Federal funds be recognized by an accrediting agency or association approved by the United States Commissioner of Education...
>
> Therefore, the North Carolina State Board of Education in regular session on February 5, 1970, requests the United States Commissioner of Education to approve the North Carolina State Board of Education as an accrediting agency for the institutions in the North Carolina Community College System (NCSBE minutes, 1970c).

Not all local presidents were in agreement with the idea of self-accreditation ("Herring Seeks By-Pass to Technical School Funds," N&O 2/6/70:1), and some efforts were made at the federal level in opposition to the Board's request (Gerald B. James, interview, December 5, 1988). However, the Board developed accreditation policies in time for the September 1970 meeting ("Tech Schools to Get State Certification," N&O 9/5/70:1), and by December 1970 provided accreditation for Central Carolina Techncal Institute in Sanford, James Sprunt Institute in Kenansville, and Rowan Technical Institute in Salisbury ("State Gives Accreditation to Institutes," N&O 12/6/70:10).

Teachers Salaries Lead Funding Requests

The Board approved a request from Hertford County on March 5 to convert the local extension unit (contracted technical institute) to a Chartered Technical Institute. The local vote was planned for May, 1970. Mr. Craven H. Sumerell was approved as President of the Person County Technical Institute effective upon it being established as of July 1, 1970 (NCSBE minutes, 1970c).

The Advisory Council met in the Highway Building on March 19 and recommended major increases in state appropriations for the Community College System, an amount which would total $120 million for the 1971-73 biennium ("Council Advises Doubling Community College Fund," N&O 3/20/70:48). Increases of 30 percent in teacher salaries, an additional $16 million in order to compete with Virginia and Georgia, were included in the request which was forwarded to the Board for consideration by the 1969 General Assembly. This would boost average salaries to $10,300 by 1973. The Council's recommendations also included salary increases for local presidents from below a $17,000 average to $21,840.

At the April 2 meeting the Board appointed George B. Autry, Executive Director of the North Carolina Manpower Development Corporation (MDC, Inc.), to complete an Advisory Council term ending July 1, 1972, made vacant by the resignation of Charles W. McCrary. McCrary, a State Board of Education member at the time of the 1963 legislation, had left the Board in June 1965 along with Charles G. Rose. An MDC pilot project, suggested to Governor Robert W. Scott by Luther Hodges, Jr., was in progress at Lenoir Community College ("Manpower Pilot Project Praised by Gov. Scott," N&O 2/13/70:3).

Four Objectives Set in Strategic Plan

At the May 7 Board meeting approval was given to the statement of purpose and the objectives set forth in the ten year (1970-80) planning document entitled "Strategic Plan for the North Carolina Community College System" (NCSBE minutes, 1970e). By the meeting of the Board on June 4 this long-range strategic plan had been unanimously recommended by the Board's Community College Subcommittee and was passed (NCSBE minutes, 1970f). A progress report was required by June of 1971.

The plan's first objective was to meet the college transfer enrollment projections set forth by the Board of Higher Education. The second objective was to meet all of the manpower needs in occupational education, whether those needs were manifested in curriculum or extension programs. The third, which took into account the difficulty in motivating all adults, targeted 50 percent of the needs of the adults for the 0-8 grade level education and 59 percent of the needs of adults for 9-12 grade level education. The fourth objective was to meet the demand for general adult extension enrollment as measured in unduplicated head count — an anticipated increase from 29.6 percent in 1968-69 to 35.3 percent in 1979-80.

First Formal Marketing Efforts Initiated

Upon a motion by John Pritchett with a second by Chairman Dallas Herring at the May Board meeting, the Director and Associate Director were authorized to initiate certain public information activities subject to funds being available in the budget (NCSBE minutes, 1970e).

Four specific suggestions were noted. First, to produce a 15-minute color film which would depict the system as a whole. Second, to prepare a set of color slides from this film for the expressed purpose of being made available to the Department of Conservation and Development for attracting industries to the state. Third, to prepare newspaper advertising mats and proofs for use by local institutions through sponsorship by local industry. And fourth, to prepare system-oriented paper placemats for free distribution by local institutions to local eating establishments.

In addition to these items a 52-week series of 15-minute public service programs was being prepared for radio broadcasts to begin in July of 1970. Also, packets with four or five 30-second spot announcements which emphasized the economic advantages to be derived from an education were being sent to radio and television stations at regular intervals.

Also, a series of programs concerning educational opportunities for women in the Community College System were being prepared by WRAL-TV, several eight-minute interviews with persons in the Community College System were being taped by educational television, and a series of half-hour programs were being produced by educational television for use as public service programs.

In general, the Department was increasing its efforts to reach potential students through various news media across the state.

College Transfer Report Reaffirmed

An attachment to the May 7, 1970, Board minutes was entitled "Report on the Activities of the Joint Committee on College Transfer Students to the State Board of Education." In it a unanimous October 15, 1969, recommendation by that committee was reaffirmed:

> Courses taken in technical programs may be transferred to a college or university upon validation of applicable course work through the receiving institution's normal procedures (NCSBE minutes, 1970e).

This joint committee had been created in January of 1965 by the North Carolina Association of Colleges and Universities, the North Carolina Board of Higher Education, the State Board of Education, and the State Board of Junior Colleges.

The May 1970 action did not offer a situation review, but requested that the State Board of Higher Education study in depth the academic performance of any kind of transfer student. These situations were specifically noted as junior or community college transfers to senior colleges (see Eckard dissertation; Stirewalt dissertation; Henderson dissertation; Taylor dissertation), senior college transfer to junior or community colleges (see Boyd dissertation), senior college to senior college transfers, and related out-of-state to in-state tansfers.

Joint Nursing Committee Named

Rules of procedures were approved at the June 1970 Board meeting for a Joint Committee on Nursing Education with the State Board of Higher Education. The rules called for a 12-member committee selected on the basis of background and abilities rather than one specifically representative of health related organizations.

The four committee members with terms expiring December 31, 1972, were: Miss Carolyn Williams, R.N., an instuctor in the School of Nursing at North Carolina Baptist Hospital in Winston-Salem; George W. Paschal, M.D., a physician from Raleigh; Dr. Isaac H. Miller, Jr., the President of Bennett College in Greensboro; and Mr. Charles E. Wiley, R.N., the Director of Nursing at New Hanover Hospital in Wilmington.

The four with terms expiring December 31, 1971, were: Dr. Gerald B. James, the President of Rockingham Community College in Wentworth; Dr. Kathryn M. Crossland, R.N., a professor of Nursing in the Department of Graduate Studies at Duke University in Durham; Dr. Eloise R. Lewis, Dean of the School of Nursing at the University of North Carolina at Greensboro and Chairman of the North Carolina Board of Nursing; and Dr. Howard R. Boozer of Raleigh.

The four with terms expiring December 31, 1970, were: Mrs. Susan H. Saunders, R.N., a supervisor/teacher of Practical Nurse Education at James Sprunt Institute in Kenansville; Mrs. Jesse P. Kiser, R.N., head of Nursing Progams at Central Piedmont Community College in Charlotte; Mr. Thomas Matherlee, an administrator at Gaston County Hospital in Gastonia; and Dr. Cecil Patterson, Dean of the Undergraduate School at North Carolina Central University in Durham.

Staff assistance was provided by Miss Miriam Daughtry, R.N., Department of Community Colleges; Dr. John F. Corey, Assistant Director of the North Carolina Board of Higher Education; and Mrs. Vercie M. Eller, R.N., Department of Community Colleges.

Eight organizations were specifically invited to have representatives attend meetings of the Committee as resource persons: North Carolina Board of Nursing, North Carolina Hospital Association, North Carolina State Nurses Association, Medical Society of the State of North Carolina, Medical Care Commission, North Carolina League for Nursing, North Carolina Licensed Practical Nurse Association, and Regional Medical Program.

CHAPTER EIGHT

Fall 1970: Accreditation and Transition

Fiscal year 1970-71 began with few changes. At the Board meeting on July 2, 1970, there were six reappointments and only one addition to the Community College Advisory Council. The new addition was Dr. Edgar J. Boone, head of the Department of Adult Education at North Carolina State University. These three-year terms ended July 1, 1973 (NCSBE minutes, 1971g).

At the July Board meeting, Joseph H. Nanney, the acting president of Richmond Technical Institute, was named president effective July 1. He filled a vacancy created by the resignation of Samuel D. Morgan who had been on leave of absence (NCSBE minutes, 1970g). At the September meeting, Mr. Charles B. McIntyre was named president of Edgecombe County Technical Institute effective August 1, following the resignation of Mr. Thurmond Horney (NCSBE minutes, 1970i).

Retirement Plans Announced

The August 6 Board meeting was not held as scheduled, but change was in the wind as Dr. Ready signaled his anticipated retirement. At the September 3 Board meeting the first order of business was the appointment of Dr. Ben E. Fountain, Jr., to be the new director of the Department of Community Colleges effective January 1, 1971. The motion was made by John M. Reynolds with a second by DPI State Superintendent Craig Phillips. The minutes reflect that

> members of the Board commended Dr. Ready not only upon his work in the establishment and growth in the Community College System in North Carolina, but also for his contribution to many other facets of the total educational system of the State (NCSBE minutes, 1970i).

Health Care Education Committee Named, Renamed

There is filed with the Board minutes for September 3 an attachment entitled "Report of the Director of Higher Education on Education for Health Care Personnel." In it is a statement of goals set forth following a meeting of N. C. Representatve Kenneth C. Royall, Jr., of Durham, Chairman of the Health Committee of the Legislative Research Commission, with representatives from the state's three medical schools:

> There may be ways of increasing the number of graduates of medical schools through the development of various cooperative progams and new forms of State support.
>
> It was suggested that proposals could be developed by those involved in medical education which would contribute significantly and relevantly quickly to the solution of the physician shortage problem (NCSBE minutes, 1970i).

This thrust, as identifed in the informal meeting during the spring of 1970, was carried forward by an *ad hoc* Advisory Committee on Medical Education of the State Board of Higher Education which met in Raleigh on June 24 to discuss long-range needs and plans for medical education in North Carolina. Consistent with these developments, a Joint Committee on Allied Health Care Professions Education was to be named jointly with the Board of Higher Education.

Approval was given at the September meeting for a slate of committee members (NCSBE minutes, 1970i). The Board then rescinded these appointments at the November meeting. The original slate had been made up of representatives from different allied health care professions. Upon reconsideration of the matter, the nominating committee determined that the membership should represent educational agencies which prepared professionals rather than members of the profession itself.

Joint Committees on Dental, Nursing Education

In addition to the Joint Committee on Allied Health Care Professions Education there was a Joint Committee on Dental Education. This committee was established in the fall of 1969.

There also existed a Joint Committee on Nursing Education. At the December 1970 Board meeting Mrs. Jesse P. Kiser of Charlotte, Mr. Thomas Matherlee of Gastonia, and Dr. Cecil Patterson of Durham were reappointed and Mrs. Barbara T. Allred of McCain received a new appointment to that committee (NCSBE minutes, 1970l). All four were named to three-year terms ending December 31, 1973.

State Accreditation Procedures Set

In further September 3 Board action the following policy statement on State accreditation of technical institutes and community colleges was approved:

> Upon satisfactory compliance with the North Carolina Community College Systems Standards and Evaluative Criteria and upon the recommendation of a screening committee appointed by the State Board, the State Board of Education will accredit institutions within the Community College System.

The State Board of Education will require that each institution being accredited be evaluated prior to accreditation and periodically thereafter for retention of the accredited status (NCSBE minutes, 1970i).

Nine appointments were made to create a screening committee for that state accreditation process ("Tech Schools to Get State Certification," N&O 9/5/70:1). One-year appointments ending July 1, 1971, were: William E. Taylor, Jack Young, and Bonnie Comb; two-year appointments ending July 1, 1972, were: Howard E. Thompson, Craig Allen, and Edgar J. Boone; three-year appointments ending July 1, 1973, were: Joe R. Clary (who also served as chairman), Clyde A. Erwin, and M. J. McLeod.

At the December 3, 1970, Board meeting Dr. Clary presented the first report of that Accreditation Screening Committee which, upon a motion by DPI Superintendent Phillips with a second by Barton Hayes, granted the first accreditations by the Board to Central Carolina Technical Institute, James Sprunt Institute, and Rowan Technical Institute ("State Gives Accreditation to Institutes," N&O 12/6/70:10).

Local Contractual Instruction Initiated

There were several actions on the fiscal affairs agenda for the September Board meeting which involved approval of contracts between local institutions and local businesses to provide related instruction. Nash Technical Institute contracted with Richard's Beauty School to provide courses in cosmetology. Wilson County Technical Institute contracted with Mitchell's Hair Styling Academy. Forsyth Technical Institute contracted with Draughon Business College and with Russell's Commercial School to provide business and secretarial courses. In each case it was noted that the contracts were consistent with vocational contract standards and regulations which had been approved by the State Board of Education on August 7, 1969.

NCSU Internship Report Presented and Contract Renewed

At the October 1 Board meeting Dr. Carl Dolce and Dr. Edgar J. Boone of the School of Education at North Carolina State University, accompanied by several interns, presented a report to the Community Colleges Committee on an internship program contracted by the Board (see Fearing dissertation; Fritz dissertation).

The results of the program, as summarized in their September 1970 report entitled "The Community College Administration Program," are as follows (NCSBE minutes, 1970j): 28 doctoral degrees and 28 masters degrees awarded to date, plus 15 doctoral degrees and 16 masters degrees due within the next six months; 72 local staff members currently pursuing degree programs either on a full-time or part-time basis; 150 local administrators and faculty members having to date taken one or more courses for professional improvement; plus over 1500 participants (i.e., administrators, faculty members, and trustees) in conferences, institutes, or workshops. All 54 institutions had been reached through in-service or graduate education programs.

The spring 1969 issue of *The Open Door* had been devoted primarily to coverage about the internship program:

> The Developmental Program for administrators...is designed to provide graduate education, in-service education, and research and development for North Carolina's burgeoning community college system ("Developmental Program for Technical Institute, Community College Administrators," 1969:4).

At the November 1970 meeting the Board's agreement was renewed with N. C. State University (NCSBE minutes, 1970k). By this time, instead of the supplier of services being designated as the NCSU Department of Adult Education, it was called the NCSU Department of Adult and Community College Education (see Fearing dissertation; Fritz dissertation).

Ready's Parting Commentary

Epps Ready's last two editorials in *The Open Door* were entitled "Total Education" and "Education and the Spark of Divinity." Quoting liberally from a recent speech by Dallas Herring, Dr. Ready nonetheless made the integral point in his own words:

> We in the system...claim we have something to offer just about everybody. And we do.
>
> We are convinced we are doing a good job and we have the facts and figures to prove it, but as we progress from year to year, we must keep one salient point in mind—total education of all the people.
>
> Yes, some will take advantage of these extra opportunities and some won't, but at least every man and woman should be allowed the opportunity to make his or her own decision (Ready, 1970a:3).

Ready had come to Raleigh from the superintendency of Roanoke Rapids City Schools after principalships at Hugh Morson High School in Raleigh and Rocky Mount High School in Rocky Mount. He had also been an assistant principal at old Central High School in Charlotte. He served as director of the Curriculum Study Department of the State Board of Education beginning in 1958 ("Now It's Time for Fun and Games," 1971:7).

At a private luncheon meeting with Dallas Herring and Gerald B. James in the spring of 1963, it had been decided, following a suggestion by James, that Ready would become the first director of the Department of Community Colleges (Gerald B. James, interview, December 5, 1988). James, who had apparently been the expected choice, agreed to be associate director in addition to remaining State Director of Vocational Education (Lochra, 1978:184).

In "A Tribute to a Great Man," Herring set the tone of the winter 1971 issue of *The Open Door* which was dedicated to Ready:

> I am led to wonder just what would have happened if Dr. Ready had not come along at the right time with the right philosophy and the right temperament to help in these important and decisive events.
>
> Those who write the history of these tumultuous times undoubtedly will conclude that the measures taken, which so much involved Dr. Ready's personal leadership, were pivotal and binding on the state's future in such a way that the schools were not only saved, but expanded and improved even as disaster threatened them (Herring, 1971:3).

Summary and Perspective of the Ready Years

In December of 1970 the Department published "North Carolina Community College System Report 1963-70," a companion to "Progress Report, The Comprehensive Community College System, North Carolina, First Five Years 1963-1968" published in April of 1969. It was an official review of the Ready years.

All institutions which were industrial education centers prior to the 1963 law had become either technical institutes or community colleges by 1970. A number of others had been added along the way. Fourteen local units carried the term "college" in their name, 39 the term "institute," and one—Caldwell Community College and Technical Institute—used both. The presence of a college transfer program was the only thing which distinguished a community college from a technical institute.

The legislature had changed expansion rules somewhat since the beginning in 1963. New institutions being approved under GS 115-A since 1966 needed not only the approval of the State Board of Education, but that of the governor and the Advisory Budget Commission. However, local facilities similar to the former industrial education centers had been selectively established as contracted technical institutes. These had an eight-member board of trustees, four from appointments by the local board of education and four from appointments by the county commissioners. After two years of operation these "contracted" local institutions could be considered for conversion to "chartered" technical institutes or community colleges. At such time the governor would appoint four additional trustees to create a 12-member local board. There were 54 local institutions in place by the time of Ready's retirement.

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During the Ready years current annual expense funds (state and federal appropriations plus student tuition fees) for the System increased from $4,074,962 in 1963-64 to $36,251,294 in 1969-70. The general administration costs increased from $1,062,778 to $3,598,804 (only 339 percent) while the delivery of curriculum instruction services grew from $2,766,081 to $22,222,034 (803 percent) and the delivery of extension instruction grew from $132,215 to $4,457,186 (3,371 percent). Other related support expenditures (including for 1969-70 employer's retirement and social security matching) increased from $113,889 to $5,770,075 (5,066 percent).

Budget expectations ("A" and "B" together) for current expenses during 1970-71 ($50,619,625), 1971-72 ($77,634,393), and 1972-73 ($87,055,403) totaled $215,309,421. These projections made at the end of the Ready years, if fulfilled, would during the next three years almost double the average current operating expenditures from $36,251,294 to over $71 million per year.

Local expenditures during the seven Ready years increased from $603,898 to $4,789,639 (793 percent). Primarily, these monies covered expenditures for the maintenance and operation of the physical plant facilities, although there were some voluntarily made available to supplement other budget items.

A total of $69,785,020 had been expended through July 1970 as capital funds for construction of 3,368,254 square feet of permanent building space. Of these dollars, 48.8 percent was from local sources, 14 percent was from state coffers, 7.3 percent was vocational-education funds, and 29.9 percent was from miscellaneous other (frequently federal) sources.

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The major equipment inventory as of June 30, 1970, totaled $18,467,928 systemwide. Of this, 71 percent was in occupational education equipment and 24 percent in general administrative equipment. Two percent was for adult education equipment and three percent for college transfer.

Books were tallied separately. As of June 30 there had been a total of 415,640 for a valuation of $3,532,940 systemwide at an estimated cost of $8.50 per book. The count amounted to approximately 7.4 books per student.

The budget expenditures requested for equipment and library books during the upcoming three years totaled $40,013,906. Through June 30, 1970, the sum total of major equipment and books amounted to $22,000,868. The projections, if fulfilled, would increase books and equipment during the next three years 282 percent to an inventory total of $62,014,804.

From FY 1963-64 through FY 1969-70, average annual full-time equivalent enrollment (16 hours per week for 44 weeks) in the System increased 615 percent from 7,781 to 47,836. Projected increases were expected to take that annual total up another one-third (961 percent) to 74,750 by 1972-73.

In 1969-70 minority (non-white) enrollment was 21.9 percent of the total 293,602 unduplicated headcount. Female students comprised 49.2 percent. Sixty-six percent of the students were able to attend local institutions in their own counties. Another 23 percent in adjacent counties. Only 8.2 percent of in-state students had to travel further, and only 2.7 percent were from out of the state.

Systemwide student transfers to in-state senior colleges and universities following the fall terms during the two years of 1969 and 1970 totaled 2,171 (16 percent from private schools). Transfers into the System from that same pool totaled 1,505 (25 percent to private schools).

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In spite of its movement toward the comprehensive scope envisioned by Ready, Herring, James, Fountain, Holloman and others (see Lochra dissertation), the planning process continued to be influenced after seven years by the legislature's funding strings and the marriage of convenience with the industrial education centers. Consider these words from Ready's 1970 report:

> The education and training needs, developed by this planning effort, are based on employment projections for the 1970-80 decade.
>
> These needs were derived primarily from a projection of past trends in the North Carolina economy (NCCC System Report, 1969-70:67).

Not only do these words indicate that long-range planning for the System was by its very nature strategic planning, but they reflect that the process was still dictated by politics more so than by philosophy.

Another paragraph said:

> The concept for long-range planning has been developed in a format that lends itself to the preparation of shorter-range, operational plans. The shorter-range plans are (1) a four-year operating plan and (2) a two-year model budget. Each of these two plans has been prepared for the system as a whole with little input from local institutions (NCCC System Report, 1969-70:66).

Indeed, the term "planning" was defined as "the process of deciding what actions can be take to realize some future goal in a future environment given today's position in today's environment" (NCCC System Report, 1969-70:67).

Referred to elsewhere as "a comprehensive education needs analysis for the population of North Carolina" (NCCC System Report, 1969-70:68), the planning process was explicitly divided into (1) the strategic plan, (2) the operating plan, and (3) the final two-year budget plan.

The approved strategic plan consisted of extrapolating demographic projections through 1979-80, the final year of a "long-term" ten-year planning frame. Unduplicated enrollments totals were expected to go from 293,602 in 1969-70 to 783,300 in 1979-80 (NCCC System Report, 1969-70:77), an increase of 267 percent. The projected cost for providing the services in that recommended plan was over $1.191 billion. That would amount to better than $1.191 million per year for ten years to cover operating expenses ($1.023 billion), capital construction ($101 million), and equipment ($66 million).

Reflections Upon the Man

"Among the early leaders of the community college movement in North Carolina, none stood taller than Isaac Epps Ready." So reads the opening lines of commentary in his honor published in the program of the Silver Anniversary Banquet held on May 17, 1988.

Ready served during the system's formative years when there were doubters and skeptics as to the value, legitimacy and future of the state's two-year community and technical colleges. His steadying influence and guiding hand, characterized by patience, perserverence and understanding, allowed the system to make education beyond the high school a reality for all North Carolinians.

The State Board of Community Colleges established an award in 1983 to honor those individuals who, by leadership and service, had made exceptionally significant contributions to the establishment and growth of North Carolina's system of community colleges. Ready was among the first seven award winners that year. There were six more recipients five years later at the twenty-fifth anniversary celebration. In the interim the honor had been designated the I. E. Ready Award.

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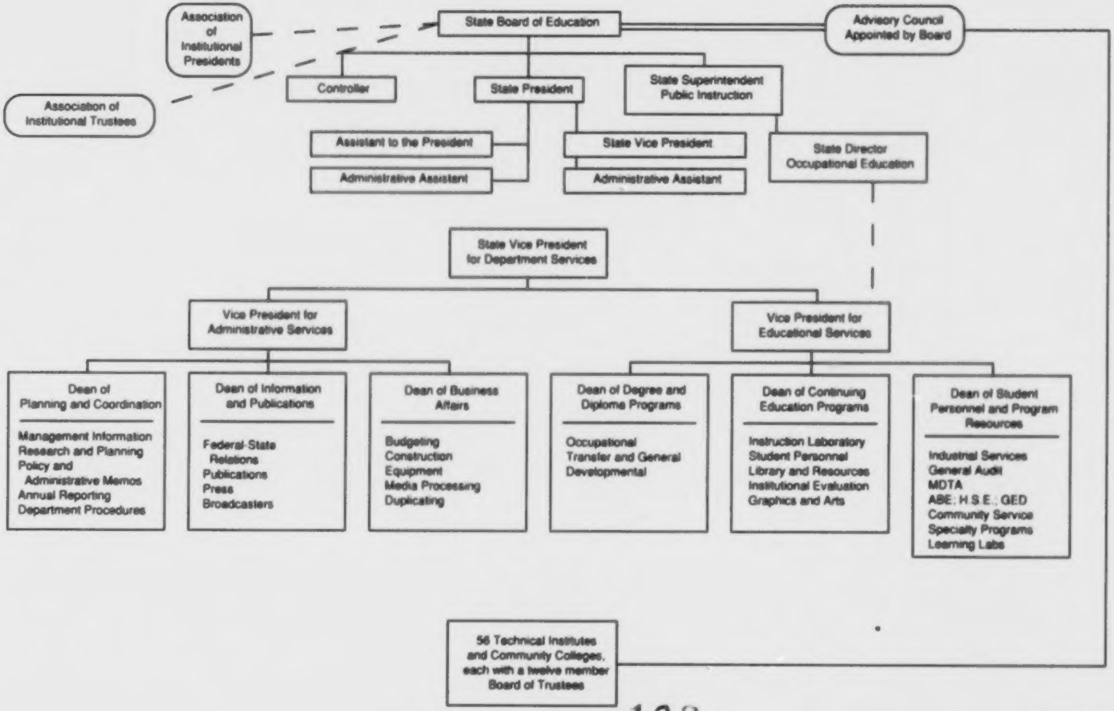
Ready's last editorial in the fall 1970 issue of *The Open Door* speaks as much of the man as of the System. Indeed, by then, the two were inseparable in spirit. These final words, in an essay entitled "Education and the Spark of Divinity," convey a philosophy of practice which goes beyond even the masterful expressions of Dallas Herring:

> Perhaps the greatest idea that has lighted the marching feet of progress has been the belief that man, himself, is created in the image of God. It follows that man can be God-like in thought and action. For those who hold this belief, new vistas of progress are opened up undreamed of before.
>
> Education must not be limited to giving knowledge and skills, important as these are, but must also fan into flame the spark of divinity. For this, alone, will lift us above the jungle toward a better life in a better world (Ready, 1970b:3).

THE FOUNTAIN YEARS

1971 to 1978


Association of Institutional Presidents
State Board of Education
Advisory Council Appointed by Board
Association of Institutional Trustees
Controller
State President
State Superintendent Public Instruction
Assistant to the President
Administrative Assistant
State Vice President
Administrative Assistant
State Director Occupational Education
State Vice President for Department Services
Vice President for Administrative Services
Vice President for Educational Services
Dean of Planning and Coordination
Management Information
Research and Planning
Policy and Administrative Memos
Annual Reporting
Department Procedures
Dean of Information and Publications
Federal-State Relations
Publications
Press
Broadcasters
Dean of Business Affairs
Budgeting
Construction
Equipment
Media Processing
Duplicating
Dean of Degree and Diploma Programs
Occupational
Transfer and General
Developmental
Dean of Continuing Education Programs
Instruction Laboratory
Student Personnel
Library and Resources
Institutional Evaluation
Graphics and Arts
Dean of Student Personnel and Program Resources
Industrial Services
General Audit
MDTA
ABE; H.S.E.; GED
Community Service
Specialty Programs
Learning Labs
56 Technical Institutes and Community Colleges, each with a twelve member Board of Trustees

January, 1972

CHAPTER NINE

1971-72: Reassessment, Renewal and Reorganization

System reports generated by the State Board of Education from 1963 through 1978 all began with the discussion of the "Role of the Community College System," and each of those reports included an expanded version of the following summary:

> The Community College System makes possible the realization of the concept of total education opportunity. Its purpose is to fill the gap existing between high school and the senior college or university. It offers education and training opportunities from basic education through the two-year college level, at a convenient time and place and at a nominal cost, to anyone of suitable age who can learn and whose needs can be met by these institutions.

Those reports also consistently set forth eight public goals, succinctly summarized as follows, which served as guides to long-range planning: (1) to open the door to all who can profit from the instruction offered (without regard to race, sex or creed); (2) to provide a variety of quality opportunities consistent with needs of students (and to fit them with skills and attitudes necessary in a competitive society); (3) to provide manpower for occupations; (4) to provide specific training programs to foster economic growth; (5) to meet adult educational and community service needs of community residents; (6) to help solve community problems; (7) to foster self-fulfillment; and (8) to regularly engage in program review and institutional development.

The reports further stated that accomplishment of these goals especially required an understanding of the "open door" policy. This policy was generally outlined as including high school graduates, plus non-graduates over 18, plus dropouts 16 to 18 (providing their needs could be better served in the system than in public schools).

Dr. Ready set forth the parameters of this policy in "What is an Open Door Institution Like?" It was an article prepared for the first issue of *The Open Door*:

> For any applicant who seriously wants and needs more education, the door of the institution is open. After admission, he is tested and counseled, not in order to reject him if he does not meet a set educational standard, but to

> help him get placed in the educational program for which his ability, his previous educational background, and his objectives in life best fit him. This counseling service is the first of three essential parts of an open door institution.
>
> The second essential part...is a broad curriculum. It would be foolish and wasteful to open the door of all programs to all applicants. There must be a reasonable prospect of success for the student. Many doors within the institution opening into different educational programs must therefore be provided, with one door...open to all who need a second chance. Each area of instruction is given equal importance. The needs of the student are the only things that matter.
>
> This leads to the third essential feature of...high quality instruction that has as its objective the highest possible educational development of the individual student. Universal educational opportunity...will mean little unless this goal is accomplished (Ready, 1965:4).

In sum, the reports from the Ready years through the Fountain years, stated that addressing the eight long-range planning goals required a certain understanding of the "open door" policy — that it encompassed not only counseling, but a broad curriculum and quality instruction.

The reports also stated that accomplishment of those goals further required each institution to respond to (i.e., to assess) the needs of its service area, and that each institution should maintain coordination (i.e., should "articulate") with public schools, with four-year institutions, and with area employers.

Dr. Ben E. Fountain, Jr., obviously built upon this base. The wording in his first two biennial reports is virtually verbatim with that of the Ready reports. Then in the 1974-76 and the 1976-78 reports the following wording was added to the section on the role of the system:

> People served by institutions include the following:
>
> - Adults who wish to complete grade levels 1-8
> - Adults seeking high school diplomas or the equivalent
> - High school graduates or school dropouts who wish to prepare for trade-level employment
> - High school graduates who wish to prepare for technician level employment
> - Employed adults who wish to upgrade their occupational skills
> - Adults seeking general cultural and citizenship level improvement.

The issues facing Fountain differed from those facing Ready, yet the underlying approach from both was to secure tacit agreement from among divergent points of view. Six years into his tenure Fountain said:

> Dr. Ready and others...established the basic framework and policy — there are going to be open door institutions, and they are going to be two-year

> institutions; they are going to have a combination of state and local support; the institutions will be comprehensive. So, these basic policy and philosophical problems have been pretty well resolved.
>
> My role, as I saw it, was to fill out the framework. My role was leadership and administration (Lochra dissertation, 1978:94).

If the task of seeing to it that all local institutions had permanent campuses and were started down the road toward adequate facilities is any measure, then the record bears him out. When Fountain's tenure as state president ended less than eight years later, all 57 of the schools in the system met those criteria. Capital funds invested in the system had more than tripled to $234,635,663 from $69,785,020 between Ready's December 1970 report and June of 1978 (NCCCS Biennial Report, 1976-78); full-time equivalent enrollment had more than doubled from 47,857 to 114,858 (an "average" of slightly over 2,000 per institution); and the System was reaching more than half a million different North Carolinians (an "average" of 9,463 per institution).

The Board as Committee-of-the-Whole

As of January 1971, the State Board of Education members included Dr. W. Dallas Herring as chairman, Lieutenant Governor H. Pat Taylor, DPI State Superintendent Craig Phillips, Mr. John A. Pritchett, Mr. R. Barton Hayes, Dr. Harold L. Trigg, Mrs. W. B. Strickland, Mrs. Forrest Lockey, Mr. William R. Lybrook, Dr. Charles E. Jordan, Mr. G. Douglas Aitken, and Mr. John M. Reynolds.

At the January 7 Board meeting Dr. Ben E. Fountain, Jr., assumed the position of State Director in a smooth transition which had been officially announced by the Board in September. The title would soon be changed to State President as part of an effort to redefine administrative positions so that the Department might better hold its own in political positioning *vis-á-vis* the Public School System and the University System (Lochra dissertation, 1978:79). Indeed, in less than three weeks, at a meeting with trustees of local institutions, Fountain would characterize the Community College System as free from "political maneuvering" in an allusion to problems then besetting the state's 15 universities ("Community Colleges Favor Status Quo," N&O 1/23/71:6)

Clyde A. Erwin, Jr., upon a motion by Phillips with a second by Pritchett, was named to succeed Fountain as chairman of the Community College Advisory Council. The Community College Advisory Council, appointed by the Board of Education, reported directly to the Community Colleges Committee, a subcommittee of the State Board. During most of the Ready years this subcommittee met before each Board meeting and separately considered the input from the Advisory Council, which had been chaired since 1968 by Fountain. By the end of the Ready years, and from the beginning of the Fountain years, the Community College Committee became a committee of the whole into which the Board resolved during its regular monthly session.

In further action, upon a motion by Pritchett with a second by Aitken, the Community Colleges Committee approved the appointment of Dr. Jesse L. McDaniel as president of Lenoir Community College (see Blizzard dissertation) to succeed Dr. Fountain in that position. As would be the case with most Board decisions in the years which have followed, the committee-of-the-whole resolved itself back into the corporate body of the State Board, and then adopted the recommendations it had just made as the Community Colleges Committee.

Contractual Instruction Initiated

At the January meeting the Board received, as a matter of course, information about a contract between Durham Technical Institute and Duke University Medical Center. The contract called for Duke to provide specialty courses in anatomy and physiology for students enrolled in an inhalation therapy curriculum at the institute (NCSBE minutes, 1971a).

Similarly, the Board was informed at the February 4 meeting of a contractual agreement between Wayne Community College and Cherry Hospital under which the college was to provide courses at the hospital leading to a certificate in mental health technology and to an associate in applied science degree in mental health (NCSBE minutes, 1971b).

Formal Support for Board Counters Criticism

At the February meeting, upon a motion by Chairman Herring with a second by Douglas Aitken, a resolution of appreciation was approved and directed to the North Carolina Association of Public Community College Presidents and to the North Carolina Association of Trustees of Community Colleges and Technical Institutes:

> The State Board of Education acknowledges with appreciation the resolutions of support adopted by the trustees and presidents of the Community College System and recommends to them, and to the people of the state, the continuation of those principles and policies which have made possible the sound development of the system and the equitable distribution of funds for its support.
>
> The Board commends all who have contributed in any way to the unanimity of purpose which, more than any other consideration, accounts for the success the system has achieved in so short a time (NCSBE minutes, 1971b).

The February 1971 Board minutes also reflect receipt of a resolution from the Wayne Community College Board of Trustees dated January 19. The six-paragraph statement expressed support and appreciation specifically for the State Board of Education, and concluded with the following sentence:

> Be it further resolved, that the Board of Trustees of Wayne Community College perceives the absolute necessity of remaining under the guidance of the State Board of Education, and totally commits itself to that end and to the programs and policies of that Board (NCSBE minutes, 1971b).

Also in the minutes of the February 1971 session is a copy of a Western Union telegram from the Board of Trustees of Coastal Carolina Community College addressed to State President Fountain with the succinct one-line statement: "Board of Trustees in full agreement to remain with the State Board of Education" (NCSBE minutes, 1971b).

Also with the February minutes is a copy of a letter addressed to the Chairman of the Board of Trustees of Wayne Community College, Mr. Wayne H. Hocutt, Sr., from the Chairman of the Craven Technical Institute Board of Trustees, Lynn N. Kelso. It confirmed support of the State Board of Education" "and its chairman...if we are to continue the development of our system of institutions to the fullest extent possible" (NCSBE minutes, 1971b).

Availability of Funds Questioned

At the February 4 Board meeting the State Director was authorized to allot up to $300,000 for new industry training in the current fiscal year "if and when" funds became available (NCSBE minutes, 1971b). This support for new industry followed a report by Mr. Joe Sturdivant, the director of the division that coordinated training projects for new and expanding industries. In his report which covered the period from July 1 to December 31, 1970, total expenditures were $629,202 for servicing 6,545 trainees, an average cost of $96 per trainee.

However, the significance of the wording went beyond the concern for new industry training alone. The availability of funds for many of the Department's programs was problematic. An unsigned editorial in the spring issue of *The Open Door*, one probably written by editor Nancy L. Duckett, spoke for the Department:

> In this rapidly growing system which expects to reach more than 300,000 adults this year, a need exists to expand occupational education programs; to employ additional instructors, counselors and staff; to provide stronger library and learning laboratory services.
>
> The answer lies in whether the General Assembly will make funds available so that the technical institute-community college system can live up to its promise to the people of North Carolina ("Will the Money Come," 1971:3).

It was a concern which carried over into State Director Fountain's first appearance before the Joint Appropriations Committee of the General Assembly on February 19. He presented the Department's request for $96 million during the upcoming 1971-73 biennium. Fountain stated that more than $27 million of that total would go to construct facilities at 19 institutions

> operating solely in temporary quarters — abandoned school buildings and old motels, rented and makeshift facilities —

and that without an earmarked $6.2 million that the community colleges would have to start turning students away within the next two years ("Educators Seek $300 Million Hike," N&O 2/19/71:6).

Less than one week after that appearance before the General Assembly, Fountain sent letters alerting the 54 local presidents that the Advisory Budget Commission's proposed $6.2 million cut in the Department's requested budget might soon mean an across-the-board reduction ("Colleges Warned On Cut in Budget," N&O 2/26/71:6). In early April a report issued by the Carnegie Commission pointed to North Carolina as one of 21 states which was failing to provide adequate support for higher education ("Report Says N. C. Schools Not Geared for Colleges," N&O 4/6/71:3).

Congressional Delegation Pledges Support

The day before the March Board meeting, a System-wide delegation of local trustees and staff members, led by Board Chairman Dallas Herring, met with North Carolina's Congressional delegation in Washington, D. C.

Senator Sam Ervin, Jr., an aide to Senator Everett Jordan, and 11 U. S. Representatives each individually praised Herring and the state's educational system. Among the Congressmen was Rep. Roy A. Taylor, who as a state senator from Asheville was the original sponsor of unsuccessful community college legislation in 1953 (Segner, 1978:51). The delegation vowed to continue seeking federal assistance for the community colleges ("Community College System Praised by Congressmen," N&O 3/4/71:7).

Articulation Policy Approved With DPI Endorsement

At the March 4 Board meeting, upon a motion by Superintendent Phillips with a second by Mrs. Forrest Lockey, appropriate policy and funding procedures were approved for articulation between the public system of elementary and secondary schools and the public system of technical institutes and community colleges (NCSBE minutes, 1971c). This action carried with it the strong endorsement of the State Department of Public Instruction.

Also at the March 4 meeting, Dr. Thomas Cottingham, President of Southeastern Community College, was appointed to the Joint Committee on College Transfer Students. He succeeded Dr. Grady Love, and was appointed to a three-year term ending in 1973.

Low Tuition Rationale Reemphasized

The March minutes reflect a statement of policy specifically addressed to the issue of tuition charges. It says, in part:

> The North Carolina State Board of Education has from the beginning in 1957 supported an open door admission policy for students attending the technical institutes and community colleges.
>
> This includes freedom from fixed requirements on previous educational achievement levels and also from tuition and fee charges that would turn away students because they cannot afford to pay.
>
> To increase tuition charges for whatever purpose will have the unfortunate effect of closing the open door. Rather than doing this the State Board of Education believes that efforts should be made to reduce costs to students so that universal educational opportunity on a regional basis can be extended to all citizens (NCSBE minutes, 1971c).

Copies of this policy statement were forwarded to the Chairman of the Senate Appropriations Committee, Senator John T. Henley, the Chairman of the House Appropriations Committee, Representative Kenneth C. Royall, Jr., and the Chairman of the Senate Finance Committee, Senator John J. Burney.

Program Status Reports Initiated

The director of the Division of Adult Basic Education, Mr. Charles Barrett, presented an interim report during the April Board meeting (NCSBE minutes, 1971d). Another "five-minute report" was presented by the State Administrator of the General Education Development Program, Mr. Glenn Brookshire. A sound and slide presentation was made by Dr. James Valsame, the Director of the Division of Staff Development.

Mr. Robert G. Smith, supervisor, gave a brief report on the Manpower Development Training Act. The MDTA statistical report for the period from July 1, 1970, to April 16, 1971, reflected 1,809 approved trainees at a total cost of $3,611,913. The state's portion of matching costs were $108,875.

In other April Board action, Mr. Murphy Woods was named acting president at Wilson County Technical Institute following the death of President Salvatore DelMastro (NCSBE minutes, 1971d). Woods previously had served as the institution's business manager. The State Board adopted a resolution of appreciation for DelMastro's service as president from July of 1958 to March 9, 1971.

Role of MDC in Assisting the Under-Employed Reviewed

Mr. George B. Autry, Executive Director, gave a brief report on the Manpower Development Corporation to the Board in April (NCSBE minutes, 1971d). A private, non-profit corporation, MDC was founded in 1967 through the joint efforts of the N. C. Fund, the Ford Foundation, the National Association of Manufacturers, and the Office of Economic Opportunity. Its chairman of the 27-member board of directors was Luther H. Hodges, Jr., the Executive Vice President of North Carolina National Bank. Board membership was drawn one-third each from the public sector, individuals concerned with economically and culturally disadvantaged citizens, and representatives of business and industry. The professional staff, headed by Autry, was at that time organized into four departments — finance and budgeting; research and evaluation; planning, program development and public information; and program administration.

The overall function of MDC was to design and test industry-oriented training projects aimed at increasing productive capacity of the hard-to-employ and the under-employed. Through applied research it was developing plans for a model statewide manpower system to move the unemployed and under-employed into productive jobs and to meet industry's need for a growing, trainable work force. Initial funding for MDC began with 15 basic studies of current problems in the manpower field financed by the N. C. Fund and the Office of Economic Opportunity, and was followed by a $1.2 million OEO grant for calendar years 1968 and 1969. In addition to ongoing funding by the U. S. Department of Labor, MDC was in the spring of 1971 funded administratively for two years by grants from the Ford Foundation, the Z. Smith Reynolds Foundation, and the Babcock Foundation.

A report presented at the next Board meeting in May concerned a $50,000 demonstration project at Lenoir Community College (NCSBE minutes, 1971e). The project, which began in January, was designed as a prototype for creating an effective system for increasing per capita income among North Carolina's "hard-to-employ." It had been endorsed by Governor Robert W. Scott as a promising way to increase the earning and productive capacity of hard-core unemployed and under-employed. As of the date of this report, MDC had direct working relationships with 11 technical institutes and three community colleges, in addition to its work for the Department which focused on the system as an entity.

Continued NCSU Internship and ABE Funding Approved

Attached to the April Board minutes was a proposed 1971-72 budget for "graduate training in administration and supervision in adult and community college education for personnel at North Carolina State University" (NCSBE minutes, 1971d). The total of $100,616 was an increase over the 1970-71 budget of $94,009. It included funding for three clerks, three full-time instructors and one part-time instructor.

In June an upward adjustment of $19,565 of federal funding was authorized for contractual services performed at NCSU which provided in-service teacher training programs for adult basic education teachers and for evaluation of ABE instruction in institutions of the System (NCSBE minutes, 1971f). A budget transfer of $25,000 was made at the April meeting to provide additional funds in state aid in order to continue adult basic education programs where schools had exhausted their funding (NCSBE minutes, 1971d).

More State Board Accreditations Approved

At the May 6 meeting, upon a recommendation by the Accreditation Screening Committee, the Board approved four institutions for state accreditation, contingent upon periodic reaffirmation in accordance with procedures of the State Board (NCSBE minutes, 1971e). They were Wayne Community College, Wilkes Community College, Gaston College, and Cape Fear Technical Institute. This action raised to seven the number of state accreditations since the Board began the practice in 1969 ("Community Colleges Accredited," N&O 5/7/71:3).

The Chairman of the Accreditation Screening Committee was Dr. Joe R. Clary, Executive Director of the State Advisory Council on Vocational Education. The Chairman of the State Advisory Council was Dr. Selz B. Mayo, successor to C. Horace Hamilton (see Segner, 1974:96) as Head of the Department of Sociology at N. C. State University. Hamilton had chaired the influential 1962 report to the Governor's Commission on Education Beyond the High School entitled "Community Colleges for North Carolina, A Study of Need, Location and Service Areas."

Student Comments Belie Articulation Efforts

There was interesting testimony by the State Board's 16-member Student Task Force at the Board's May meeting (NCSBE minutes, 1971e). Most of the discussion related specifically to the public school system, but a succinct evaluation of a decade of State Board of Education emphasis on occupational education was among the issues raised. The response did not signal success in the area of ongoing articulation efforts.

Board member Douglas Aitken noted the Board's attempts to infuse the school curriculum with an occupational emphasis. This was an effort to make schooling more relevant to the world of work. He asked for a show of hands of those taking an occupational course. No hands were raised.

"We're not allowed to. Either you're going into a trade or you're going to college and there's no in-between," said a student. "That's not the way this board intended it," responded Aitken emphatically. "That's the way it is," was another student's reply ("N. C. Education Frustrating, Students Tell State Board," N&O 5/7/71:1).The task force members generally agreed that most college admission standards made high school students apprehensive about taking occupational courses because of the heavy emphasis on academic preparation.

Fifteen Extension Units Become Chartered

Dr. Johnas F. Hockaday and C. Merrill Hamilton were appointed for three-year terms on the Accreditation Screening Committee during the June Board meeting. Dr. Bonnie E. Cone was reappointed. Each term would end July 1, 1974. This committee was central to Board Chairman Herring's ongoing battle with the Southern Association of Schools and Colleges over accreditation for the 15 "contracted" technical institutes in the N. C. Community College System. The absence of SACS accreditation, by his calculations, had over the years meant a loss of some $22 million in federal funds for which the local institutions were otherwise qualified ("N. C. Takes Steps for U. S. Funds," N&O 6/4/71:3).

A state constitutional amendment in the fall of 1970 provided a means by which changes could be made. It allowed for converting the local schools from contractual ties with local school boards to governance by semi-independently chartered trustees without requiring local referenda. Thus, at the June 1971 Board meeting, upon a motion by Douglas Aitken with a second by John A. Pritchett, the Board approved the conversion of 15 contracted technical institutes (generally known as "extension units") to chartered technical institutes, effective July 1, 1971. They were Anson Technical Institute, Cleveland County Technical Institute, Edgecombe County Technical Institute, Halifax County Technical Institute, James Sprunt Institute, Johnston Technical Institute, McDowell Technical Institute, Montgomery Technical Institute, Nash Technical Institute, Pamlico Technical Institute, Roanoke-Chowan Technical Institute, Robeson Technical Institute, Sampson Technical Institute, Tri-County Technical Institute, and Vance County Technical Institute (NCSBE minutes, 1971f).

These conversions were subject to appropriate resolutions being received from local Boards of Trustees and from local tax levying authorities. In addition to this action, the Board authorized State Director Fountain to request that the Governor and the Advisory Budget Commission appropriate support in concurrence of this action (NCSBE minutes, 1971f).

In other action at the June 3 meeting, Dr. Norris H. Bell was approved as Acting President of Craven Technical Institute for one year beginning September 1, 1971 (NCSBE minutes, 1971f). Dr. Bell, presently Dean of Instruction, would serve in the absence of Mr. Thurman Brock who would be on educational leave.

Report Assesses 168 Occupational Curricula

Mr. A. J. Bevacqua, Director of the Department's Division of Occupational Education, gave a slide presentation at the June Board meeting. It was accompanied by a nine-page script which summarized the history of occupational education within the system. Bevacqua cited statistics showing that 63.4 percent of the total instruction in the system during fiscal year 1970-71 was related to occupational education. This was at a time when the system was servicing the needs of 293,602 individuals (NCSBE minutes, 1971f).

As of the date of the report there existed throughout the system 65 vocational curricula and 88 associate degree curricula. Practical nursing programs had expanded to a total of 39 from the inital 13 in 1963. Fifteen new programs in the area of hospital maintenace, plastics, agriculture, aviation, and clothing construction, approved just since the fall of 1970, provided a total of 168 occupational curricula. The report also noted that during 1970-71 some 4,508 disadvantaged and 721 handicapped persons were provided with educational services under the Vocational Amendments Act of 1968.

During the winter quarter 64,547 students had been enrolled in occupational courses. College transfer students totaled 9,668. Adult education students totaled 21,867. These subtotals reflected a total full-time equivalent enrollment of 130,896, up 40 percent from 93,758 FTE the previous year ("Enrollment Up 40%," N&O 1971:3). This compared with the System's approximate 25 percent annual rate of increase during the eight years since founding legislation in 1963 ("Educators Seek $300 Million Hike," N&O 2/19/71:6).

Learning Laboratories Show Substantial Growth

Three new local presidents were approved at the July 15 Board meeting: Dr. Ernest B. Parry at Wilson County Technical Institute, Dr. H. B. Monroe at Anson Technical Institute, and Mr. Marvin Miles at Montgomery Technical Institute (NCSBE minutes, 1971g).

A report entitled "Learning Laboratories: A North Carolina Community College Educational Innovation" was presented in July by Mr. Joe Carter (NCSBE minutes, 1971g). The report noted that 16,444 students were given instruction during fiscal year 1970-71, an increase of 40 percent over the previous year ("Enrollment Up 40%," N&O 6/8/71:3). This was contrasted with 3,085 students receiving similar services for fiscal year 1965-66, a substantial growth to 533 percent after five years of offering the program (see Summerhill dissertation; Tyndall dissertation).

A contractural agreement for MAY Technical Institute near Spruce Pine was authorized in July (NCSBE minutes, 1971g). It included a multi-county administrative area and agreements with the Boards of County Commissioners of Mitchell, Avery and Yancey Counties. The action was subject to the approval of the Governor and the Advisory Budget Commission. Similar provisions were attached to a new technical institute for Stanly County.

Fountain Presents Conversion Report

At the July Board meeting a report on the status of conversions from technical institutes to community colleges was given by State Director Ben E. Fountain, Jr. As of April 21, 1971, a total of $78,878,635 had been expended as capital funds — local sources had provided $39,338,634; state sources had provided $9,759,813 (12 percent); vocational-educational funds had provided $5,691,221 (7 percent); and $24,088,967 (31 percent) had been provided by other sources (NCSBE minutes, 1971g).

By far the highest total expenditure was $14,210,655 at Central Piedmont Community College. The second largest expenditure was just under $4 million for Rockingham Community College. Most of the institutions fell in the range of expenditures of $1 million to $3 million (54 institutions). When these expenditures were evaluated according to cost per full-time equivalent student, Isothermal Community College led the list at slightly over $4,000 per FTE. Carteret Technical Institute was slightly under $4,000 per student. The majority of institutions were in the $1,000 to $3,000 cost per FTE range.

1970-71 Enrollment Exceeds 358,000

In a report to the Board at the August meeting, the System's total enrollment for 1970-71 was given as 358,014 students (NCSBE minutes, 1971h). The extension area served 295,038 students or 82.4 percent of the total: this included 52,670 in adult education (14.7 percent); 118,265 in general adult programs (33 percent); and 124,103 in occupational education (34.7 percent). The curriculum area served 62,976 students or 17.6 percent of the total: this included 17,371 in college transfer (4.8 percent); 1,419 in general education (0.4 percent); 28,953 in technical programs (8.1 percent); and 15,233 in vocational programs (4.3 percent).

Motivational Funding by Legislature Placed With MDC

The 1971 legislature allotted $150,000 to support motivational projects (see J. Howell dissertation; Uche dissertation). The State Board of Education, at its August 1971 meeting, divided these funds among six institutions in support of projects coordinated by Manpower Development Corporation (MDC). The selected locations were Lenoir Community College, Craven Technical Institute, Asheville-Buncombe Technical Institute, Isothermal Community College, Roanoke-Chowan Technical Institute, and Southeastern Community College (NCSBE minutes, 1971h).

Council Charged With Budgets, Standards, and Formulas

Six reappointments and five new appointments were made to the Community College Advisory Council during the September 2 Board meeting, each for terms ending July 1, 1974. The Board then passed several resolutions concerning the

Advisory Council, including a request that the Council make recommendations to the Board for 1973-75 biennial budget (NCSBE minutes, 1971i).

Reappointments included: Dr. Bonnie Cone, Vice Chancellor of The University of North Carolina at Charlotte; Mr. G. Maurice Hill, Senior Vice President of U. S. Plywood-Champion Paper, Inc. of Morganton; Dr. Robert L. Holt, Vice President of East Carolina University in Greenville; Miss A. Madeline McCain, of Guilford County Health Department in Greensboro; Dr. C. C. Scarborough, Professor at North Carolina State University in Raleigh; and Dr. Lester F. Zerfoss of the Psychology Department at the University of North Carolina at Chapel Hill.

New appointments included: Mr. James N. Glenn, of First Union National Bank in Charlotte; former Governor Luther H. Hodges, Sr., of Research Triangle Institute; former Governor Dan K. Moore; former Governor Terry Sanford, President of Duke University in Durham; and Mr. C. J. Turner, Manager of the Area Development Department of Carolina Power and Light Company in Raleigh.

Capital Outlay Totals Exceeds $80 Million

As of 1970-71, construction expenditures since the beginning of the system totaled $80,584,302. In addition to the 50 percent local funding (see Propst dissertation), 7 percent came from vocational education funds and 31 percent came from other sources. The state funding totals of $9,809,813 amounted to 12 percent (NCABE minutes, 1971i). From this point on, throughout the Fountain administration, there would be regular monthly updates on total capital expenditures.

Three leadership changes, effective September 1, were approved at the September 2 Board meeting: Dr. Harley P. Affeldt as president of Forsyth Technical Institute; Dr. O. M. Blake as president of Mayland (formerly referred to as MAY) Technical Institute; and Mr. James H. Templeton was named to serve as interim president at Surry succeeding Mr. I. John Krepick who had served as President since December of 1964. In a fourth announcement, Dr. Swanson Richards was named to take over from Templeton as president of Surry Community College effective July 1, 1972, or at an earlier date if available.

Department Accreditation Report Presented to Board

G. Herman Porter, the director of the Division of Institution Evaluation and Accreditation for the Department, presented a report to the Board on September 2 entitled "Quality Assessment Inventory for the North Carolina Community College System." Although accreditation procedures used by the Board were similar to that used by the Southern Association of Colleges and Schools

(SACS), the Board's standards were more specific. As of the date of the report 12 technical institutes and 13 community colleges, a total of 25 system institutions, had received initial approval from SACS since 1967, and the remaining 29 institutions in the system were seeking that regional accreditation. Also, as of that date, seven institutions had been accredited by the State Board of Education (since September 1970), and the remaining 47 were currently making application (NCSBE minutes, 1971i).

Joint Nursing Committee Report Received

At the October 7 Board meeting a resolution was approved which designated the Joint Committee on Nursing Education as the master planning committee for nursing education in North Carolina. The resolution included a reminder of the Joint Committee's advisory capacity and of the State Board's ultimate responsibility. Those parameters having been noted, a report from the Joint Committee was received with the observation that it would be "thoroughly considered and revised if necessary" (NCSBE minutes, 1971j).

The Board met one day after State Director Ben E. Fountain, Jr., had addressed the Advisory Council for Technical Institutes and Community Colleges, saying:

> The top priority as the system grows should be to wipe out illiteracy in this state. And to move all who are capable, but for some reason dropped out, to the level of a high school graduate ("Two-Year Colleges Said a Key Need," N&O 10/7/71:45).

Governor Robert W. Scott had also made a major address the previous day. He spoke to the University of North Carolina Faculty Club, warning that many of the state's universities were gearing up for another costly drive for graduate programs ("Scott Warns on Renewed Drive for College Graduate Programs," N&O 10/7/71:45). He cited such proliferation as a key reason behind his call for a single governing board (see King, 1987:167-179).

FY 1972-73 Capital Improvements Proposal Viewed

The November 5 meeting was held at Red Oak School in Weaverville where new Board appointee Richard C. Erwin was administered the oath of office by Judge Dennis Winter of Buncombe County District Court. Erwin filled the position previously occupied by Dr. Charles E. Jordan. John A. Pritchett and Barton Hayes were reappointed to the Board. There were no changes noted in the monthly construction report, but $6,542,190 was proposed for the capital improvement funding plan in the 1971-73 biennium. This amount was to be matched with $8,821,392 in formula eligibility funds for State vocational education.

Major Organizational Changes Initiated

At the December 10 Board meeting, upon a motion by John A. Pritchett with a second by William R. Lybrook, a new organizational chart was approved to become effective January 1972 ("Community College Unit to Change," N&O 12/11/71:7). Since the Department was adopting the use of titles like "president," "vice president," and "dean" which were normally associated with an educational entity, it met with mixed public reaction ("Community Colleges Could Change," N&O 12/14/71:4). The state director (soon to be known as state president) was

> requested and authorized to make whatever changes were necessary to carry out the work of the Department in an effective manner (NCSBE minutes, 1971l).

Among the new positions were Vice President for Department Services, filled by Dr. Charles R. Holloman; Vice President for Educational Services, filled by Edward H. Wilson, Sr.; and Vice President for Administrative Services, filled by Dr. J. Reid Parrott Jr. The Dean of Student Personnel and Program Resources was Isaac B. Southerland; the Dean of Continuing Education Programs was Charles M. Barrett; and the Dean of Planning and Coordination was Charles A. Bucher. Anthony J. "Tony" Bevacqua was Dean of Degree and Diploma Programs; Hugh E. Battle, Jr., was Dean of Business Affairs; and Ned E. Delamar was Director of the Division of Specialty Programs. Wilson and Delamar were former members of the State Legislature.

Candidate for Governor Pledge System Support

The reorganization approval came one week after a delegate assembly of the Technical Institute-Community College Trustee Association at the Sir Walter Hotel in Raleigh. Four candidates for the Democratic Party nomination for governor — Hugh Morton of Wilmington, Lieutenant Governor Pat Taylor, former state Senator Hargrove "Skipper" Bowles, and Dr. Reginald Hawkins — praised the Community College System ("Candidates Laud Two-Year Colleges," N&O 12/3/71:16).

Ed Stowe, chairman of the board of Gaston Community College, used the assembly to call for more local involvement in decisions (see Reavis dissertation; Russell dissertation; Sharrock dissertation; Winner dissertation). He said that most System decisions were made in Raleigh by the Department and the State Board, that "ninety percent of the time we aren't even consulted" ("Local Voice Said Need of College," N&O 12/3/71:16).

Board Receives Report on Libraries

Mrs. Vera Melton gave a report at the December meeting covering the Department's library services section which was located on Harrington Street (NCSBE minutes, 1971l). She referred to the library, or the learning resources center (see Clark dissertation; Thompkins dissertation), as the instructional center of any dynamic institution ("Student Centers, Libraries Lacking," N&O 2/4/72:24). She noted that three institutions had less than 2500 books, 13 institutions had between 2500 and 5,000 books, five institutions had between 5,000 and 5,500 books, 15 had between 5,500 and 10,000 books, eight had between 10,000 and 15,000 books, five had between 15,000 and 20,000 books, and five institutions had over 20,000 books. This enabled 18 institutions to meet American Library Association Standards. From this point on there would be regular monthly updates on the tally of library books throughout the System.

Employment of Women Review Initiated

At the January 6, 1972, Board meeting, after Mr. James P. Blanton was approved as acting president of Beaufort County Technical Institute effective January 1, Lieutenant Governor H. Pat Taylor informed the Board that he had received an inquiry relating to the employment of women in administrative positions in the Department of Community Colleges (see Gardner dissertation; D. O. Jones dissertation). Subsequently, upon a motion by Taylor with a second by John M. Reynolds, the matter was referred to the Policy Committee of the Board.

Council and Joint Committee Appointments Noted

At the February Board meeting there were several actions taken concerning appointments (NCSBE minutes, 1972b). Mr. John Swope was named to fill a vacancy on the Community College Advisory Council replacing Mr. Joe Turner in a term ending July 1, 1974. The Board also approved to have the elected officers of the North Carolina Comprehensive Community College Student Government Association serve on the Advisory Council during the time of service as the elected president, vice president, secretary, treasurer, and parliamentarian of that organization.

Two appointments were made to the Joint Committee on College Transfer Students at the March 2, 1972 Board meeting. Dr. Gerald Bolick, Director of Special Programs and Counselor Education at Appalachian State University, was named to a three-year term ending 1975. Mr. Bobby L. Anderson, of the Department's College Transfer and General Education Division, was named for the balance of the 1972 calendar year to replace Dr. Arthur Land, former Dean of the College of The Albemarle.

Dr. Ruby Wilson, Dean of the School of Nursing at Duke University, was named to the Joint Committee on Nursing Education. She replaced Dr. Kathryn M. Crossland, a former professor of nursing at Duke University. Reappointments were made for Dr. Gerald B. James, president of Rockingham Community College; Dr. Eloise R. Lewis, Dean of the School of Nursing at the University of North Carolina in Greensboro; and Dr. J. P. Tyndall, a professor at Atlantic Christian College in Wilson. In each instance the terms expired December 31, 1974.

Two new appointments were made to the Joint Committee on Allied Health Education. These were Dr. Dale Lindsay of the Allied Health Program at Duke Medical Center who replaced Dr. Roger Bulger of Duke University, and Mrs. Alice C. Kennedy of Durham. Dr. Lawrence K. Boggs of Charlotte, Mrs. Mildred S. Strickland of Smithfield, and Mr. John Ketner of the North Carolina Hospital Association in Raleigh were reappointed.

Senator Marshall A. Rauch of Gastonia, Dr. Joseph E. Campbell of Durham, and Dr. William L. Hand of New Bern were reappointed to the Joint Committee on Dental Education. Miss Sarah Bizelle, a certified dental assistant from Fayetteville, was named as a new member of that committee replacing Miss Joyce Sigmon of Chapel Hill.

First Annual Report Presented on Articulation Policy

Fred W. Manley, the assistant director of the Department's Occupational Research Unit, presented a report to the Board on March 2 entitled "Articulation Between North Carolina's Public System of Elementary and Secondary Schools and Public System of Technical Institutes and Community Colleges." The report incorporated a policy statement adopted by the Board on March 4, 1971. That policy statement began as follows:

> The State Board of Education encourages formal and informal articulation efforts on a continuing basis between the system of elementary and secondary schools and the system of technical institutes and community colleges. Articulation programs shall be designed to meet one or more of the following purposes:
>
> Provide for articulation of subject matter between the secondary and post-secondary institutions;
>
> Promote innovation and coordination of both secondary and post-secondary institutions;
>
> Provide for articulation between secondary and post-secondary institutions and where appropriate, business, health, agriculture, public service, industry concerns, private schools, and appointed or elected local officials;

> Develop in all teachers and other participants an awareness of opportunities for employment in business, health, agriculture, public service, and industry concerns;
>
> Provide an opportunity for joint utilization and sharing, where possible, of physical facilities, equipment and materials available at the secondary and post-secondary levels;
>
> Provide for continuous study, evaluation and improvement of articulation efforts between both systems; and
>
> Improve public relations at both the secondary and post-secondary levels (NCSBE minutes, 1971c).

Manley's report concluded that articulation between the two systems was "definitely being achieved more effectively than prior to 1970," and that almost all of the local presidents were "definitely in favor of continued articulation efforts" (NCSBE minutes, 1972c). Nonetheless, the "formal" articulation programs reported by 40 out of the 54 local institutions in the System had consisted primarily of conferences or workshops.

Budget Deficit Brings Financial Crisis

At its April 3 meeting, the Board approved Mr. James P. Blanton as president of Beaufort County Technical Institute effective April 1 (NCSBE minutes, 1972d). Blanton had been serving as acting president since January.

The Board then learned that the System faced a potential $2 million budget deficit for the 1972-73 fiscal year. The two percent reduction was, according to the Board's controller A. C. Davis, the result of a mistake by the Advisory Budget Commission in not approving the full funding requested from the 1971 General Assembly ("Technical Institutes in Deficit," N&O 4/7/72:1). This announcement came in the wake of a March 23 Community College Advisory Council recommendation which had identified the need for nearly a threefold increase in spending during the next biennium — $221 million for a 25 percent salary hike in faculty pay, and enrollment increases from 49,000 to 72,000 ("Community Colleges Seek Boost," N&O 3/24/72:27). The situation was viewed by many observers at that time as the worst financial crisis in the System's history ("Community Colleges' Fund Supply Short," N&O 4/27/72:21).

Also in April, the State Board authorized local Boards of Trustees to adopt policies for the budgeting and accounting of funds generated through book stores, vending machines, and concessions (NCSBE minutes, 1972d).

Deferred College Transfer Report Accepted by Board

A 20-minute report on college transfer and general education was presented by Bobby L. Anderson at the May Board meeting. Dated April 6, 1972, it had been deferred from the agenda for the April 11 meeting. There was no evident controversy over its presentation, but the introductory wording would indicate that its acceptance amounted to a reaffirmation of the System's mission as initially set forth in the founding legislation. The report began by citing Chapter 115A as having

> provided for the establishment, organization, and administration of a system of educational institutions throughout the State to offer programs of instruction in college transfer, technical, vocational, and adult education (NCSBE minutes, 1972e).

The 15 "comprehensive" community colleges were specifically identified. According to the report, Central Piedmont, Davidson, Gaston, Lenoir, Rockingham, and Wayne had all existed as State administered institutions in some form since 1958. Isothermal was the only one which had been started during the 1960-62 time frame. Caldwell, Coastal Carolina, College of The Albemarle, Sandhills, Southeastern, Surry, Western Piedmont, and Wilkes became part of the System in 1963-64. They all had liberal arts and specialized pre-professional Associate in Arts or Associate in Science degree programs.

Even as technical institutes continued to be touted for adult basic education ("Technical Units Focus on Adults," N&O 5/21/72:IV,9), general education programs with a college transfer option were offered at 17 of them through contracts with a senior college or university for instructional services. These local campuses were Anson, Beaufort, Bladen, Carteret, Central Carolina, Craven, Guilford, Halifax, James Sprunt, Johnston, Martin, McDowell, Nash, Randolph, Richmond, Sampson, and Tri-County. This total of 32 out of the 56 institutions amounted to 57 percent of the local institutions in the System offering college transfer programs. The 18,790 students enrolled in those programs for 1970-71, almost a threefold increase from 6,642 in 1966-67, represented 12.7 percent of the total enrollment in the System.

The report further defined the word "comprehensive" when it was used in reference to North Carolina's Community College System not so much to mean "exhaustive, sweeping, all-embracing, all-inclusive," but more to indicate a continuum of "total responsiveness to the needs of the students" (NCSBE minutes, 1972e). It went on to conclude that decentralization of education beyond the high school presented serious obstacles for articulation in general, and most specifically from junior to senior colleges.

The aspiration for all local institutions to offer a full range of programs was actively promoted by Board Chairman Dallas Herring ("New Community Colleges Supported," N&O 5/12/72:10). It met with editorial opposition, including a call from *The News and Observer* to consider placing community colleges under the higher education Board of Governors ("Coordinate Community Colleges," N&O 5/15/72:4).

Review Funded to Disseminate Knowledge Base

At the June 1 meeting the Board approved a finance committee recommendation that an agreement with North Carolina State University's Department of Adult and Community College Education be funded (see Fearing dissertation; Fritz dissertation). It provided for dissemination of information concerning community college-type institutions in the area of occupational education research (see Brock dissertation; Campbell dissertation; Everett dissertation; Howell dissertation; Uche dissertation), and in adult basic education research (see Bottoms dissertation; Camp dissertation; Chalmers dissertation; Colquitt-Wilkins dissertation; Fendt dissertation; Jackson dissertation; Killian dissertation). The product became the *Community College Review*. The total funding of $62,500 was comprised of $25,000 from vocational education research funds, $12,500 in adult basic education funds, and $25,000 in state funds (NCSBE minutes, 1972f).

Also in June, Roger Worthington gave a 20-minute report on learning laboratories entitled "The Instructional Laboratory in the North Carolina Department of Community Colleges." He reviewed the impact of the program on the System, and its national implications.

Board Asked to Direct Nursing Transfer Talks

State President Ben E. Fountain, Jr., requested that he be instructed by the Board to confer with the University of North Carolina through its president on a matter of a resolution concerning a more uniform transfer process in the areas of nursing and other health related areas. Accordingly, the State Board passed a resolution which stated in part:

> The State Board of Education calls to the attention of the Board of Governors of the University of North Carolina the importance of the concept of career mobility — in providing adequately trained faculties for nursing education programs and allied health programs, and to satisfy the critical requirement for nurses and skilled allied health practitioners for the delivery of adequate health services to the citizens of North Carolina — and to solicit their assistance and support in providing educational opportunities in resolving these needs (NCSBE minutes, 1972f).

CHAPTER TEN

FY 1972-73: From Cutbacks to Catch-Up Funding

There is a pattern of local presidents attending State Board of Education meetings which emerges in the minutes beginning with the Fountain administration. Two or three seem to be present each time and are introduced by the state president, himself a former local president. It seems apparent that their presence added a measure of immediacy as the discussion moved back and forth between matters relating either to the Department of Public Instruction or to the Department of Community Colleges.

Presidents Association Cites Inequities

A resolution from the North Carolina Association of Public Community College Presidents concerning procedures to address inequities of educational opportunity (see Lassiter dissertation) was received by the Board in July of 1972. It was a concern which had been addressed by the first editorial of the Fountain administration in *The Open Door*:

> Abandoned prisons, public schools, a hospital, a motel, a garage, a county home — those are the facilities that house many of the schools in the technical institute-community college system. What is the fate of these schools that don't have the money at hand to construct permanent buildings, to buy modern equipment, to employ top-rate administrators and instructors?
>
> The answer lies in whether the General Assembly will make funds available so that the...system can live up to its promise to the people of North Carolina ("Will the Money Come?," 1971).

State President Ben E. Fountain, Jr., had been quoted in recent weeks as saying federal aid authorized by Congress in June would help complete facilities for up to 20 local institutions still operating in temporary quarters ("College Aid to Expand Programs for Industry," N&O 6/30/72:9).

State Accreditation Totals Increase

Craven Technical Institute, Edgecombe Technical Institute, Robeson Technical Institute, Sampson Technical Institute, and Lenoir Community College were submitted by the Accreditation Screening Committee in July. The Board approved all five recommendations (NCSBE minutes, 1972g). This raised to 16 the total of institutions which had been approved by the State Board; 29 had been previously approved by the Southern Association of Colleges and Schools ("Four Institutes Accredited," N&O 7/7/72:5). In related action the Board approved Dr. Edgar J. Boone, Mr. Craig Allen, and Dr. Howard E. Thompson for three-year reappointments to the Accreditation Screening Committee (NCSBE minutes, 1972g).

Capital Growth Reports Emphasized

The July 1972 report of capital funds gave a total of $95,298,655 expended from 1963 through June 9 (NCSBE minutes, 1972g). The State contribution of $12,944,813 amounted to 14 percent of the total. Local sources contributed $48,564,744 which was 51 percent of the funds. Vocational-educational funds totaled $7,143,485, or 7 percent, and other sources provided the 28 percent balance of $26,645,613. Also on July 6, the Board listened to a 20-minute report on long-range planning (see Allred dissertation; Blake dissertation; Tollefson dissertation) presented by Harvey H. Fischer.

Then, upon a motion by John A. Pritchett with a second by R. Barton Hayes, action was taken to allow the joint funding of Vance County Technical Institute by Granville County and Vance County (NCSBE minutes, 1972g). This authorization was subject to the approval of a contract to be submitted at a later date by the respective boards of commissioners (see W. J. Thomas dissertation) of those counties. On October 3, residents would vote on a $1,375,000 bond issue in Vance County and a $625,000 bond issue in Granville County ("Vance, Granville Plan Vote on Tech Institute," N&O 8/22/72:5). The vote passed overwhelmingly in Granville and marginally in Vance ("Institute Bond Approved," N&O 10/4/72:25).

Board Embraces Vocational Education Resolution

A resolution by the State Advisory Council on vocational education (see J. D. Howell dissertation) was accepted, and read into the August 10 Board minutes by Dr. Harold L. Trigg. It read, in part, as follows:

> Whereas, educational problems of children which eventually result in emotional, if not physical "dropping out" of school, begin early in their school career rather than at age 16; and
>
> Whereas, Career Education as its occupational component is exemplified in proven components already in existence across our State seems to offer a rational approach to the solution of these problems:

> Be it therefore resolved that the North Carolina Advisory Council on Vocational Education goes on record supporting whole heartedly the career education concept (NCSBE minutes, 1972h).

Annual Plan of Work Reviewed

The August 1972 Board meeting was held in Greensboro, the hometown of the late Guy B. Phillips, Sr., a long-time Board member. As the first order of business, the chairman of the Board of Trustees of nearby Davidson County Community College, Mr. Felix O. Gee, presented Board Chairman Dallas Herring with a certificate of commendation for his interest in the work and development of the Community College system.

The primary substantive Board action during that session, however, had to do with the annual plan of work which had to be submitted each year in accordance with the Executive Organization Act of 1971. The Department of Community Colleges submitted a plan dated August 1 which was accepted by the Board at its August 10 meeting.

Section One, serving as an introduction, included the wording of a statement of mission:

> The mission of the North Carolina Community College System is to fill the gap in a broad range of educational opportunity between high school and the senior college and university.
>
> In carrying out this mission, the system composed of the Department of Community Colleges, Technical Institutes and Community Colleges offers occupational college transfer, and cultural education in training opportunities from basic education through the two-year college level, at a convenient time and place and at a minimal cost to anyone of suitable age who can learn and whose needs can be met by the institutions within the system (NCSBE minutes, 1972h).

The second part of Section One's mission statement set forth 13 explicit linkages and coordinated efforts with other state agencies (NCSBE minutes, 1972h): (1) articulation of occupational education programs with the Department of Public Instruction; (2) co-administration of the Manpower Development Training Act, plus safety training for employees under the rural electrification authority, with the Department of Commerce; (3) transfer of students to the four-year universities with the Board of Governors of the University of North Carolina; (4) development of training proposals for new and expanding industry, plus the administration of training programs for employees of the tourist industry, with the Department of Natural and Economic Resources; (5) planning and coordination of the Musicians-in-Residence program for the North Carolina Arts Council; (6) preparation and administration of safety and occupational health programs with the Department of Labor; (7) preparation and administration of nursing, mental health technican, ambulance attendant, and breathalizer operation programs with the Department of Human Resources; (8) cooperation with the Department of the State Auditor to assist local institutions in modernizing their accounting equipment; (9) preparation and administration of fishery training programs in conjunction with the Marine Science Council; (10) purchase of equipment and construction of facilities for local institutions in conjunction with the Divison of Property Control, the Division of Construction, and the Division of Purchase and Contract within the Department of Administration; (11) preparation and administration of training programs for inmates in the correctional system and the youth development system with the Department of Social Rehabilitation and Control; (12) providing of training programs for the operation of the electrical speed timing devices through the Governor's Highway Safety Committee; and (13) providing training programs for law enforcement personnel with the Law and Order Committee.

Section Two of the annual plan of work for 1972-73 assessed the fund allocations for that upcoming fiscal year (NCSBE minutes, 1972h). The Community College System was to receive 4.9 percent of the General Fund, a total of $57,551,413. The expected federal funds would be $4,212,894, only .86 percent of the total federal funds received in the state budget. Additional receipts by local institutions were expected to total $5,132,217. Overall funding of $66,896,524 for the System was calculated to be 3.2 percent of the total state budget.

Section Three of the 1972-73 Plan of Work addressed the major programs of the System supported by coordination and assistance through the Department of Community Colleges (NCSBE minutes, 1972h). Thus, the Department's six major program areas were identified as: (a) business affairs, (b) continuing education, (c) degree and diploma, (d) information and publications, (e) planning and coordination, and (f) student personnel services (see Bell dissertation; Bolick dissertation; Cockerill dissertation; Daniel dissertation; Emerson dissertation; Goode dissertation; S. Jones dissertation; Pennington dissertation; Poindexter dissertation; Satterfield dissertation; Smith dissertation; Swain dissertation; Widenhouse dissertation; T. Williams dissertation) and student program resources (see Crosby dissertation; Lykins dissertation; McLeod dissertation; Parker dissertation; Powell dissertation; Ramp dissertation; Roberson dissertation; L. Thomas dissertation).

Thirteen specific management objectives for 1972-73 were set forth for the Department (NCSBE minutes, 1972h): (1) to complete pilot studies and procedures for educational program standards (see Brenneman dissertation; Hamil dissertation; Kemp dissertation; Richardson dissertation; Snyder dissertation); (2) to plan and execute additional articulation programs; (3) to increase orientation and in-service opportunities for local personnel; (4) to develop short and long-range plans at the local level; (5) to complete the planning research project and local distribution of a manual for collecting planning information; (6) to encourage the use locally of more modern accounting equipment; (7) to develop locally new curriculum (see Armfeld dissertation; Chesson dissertation; Hardy dissertation; Price dissertation; Starling dissertation; West dissertation) and extension programs (see B. Howell dissertation; A. Phillips dissertation) including the use of instructional and audio visual materials; (8) to encourage advisory committees for each new program offered; (9) to improve management information services and availability of statistical data; (10) to more aggressively promote the North Carolina Industrial Training program; (11) to facilitate 27 specified local evaluations (see K. Jones dissertation); (12) to stimulate continued improvements in the college transfer program; and (13) to implement a plan for institutional budget reviews.

Student Government Association Reports to Board

The president of the North Carolina Comprehensive Community College Student Government Association, Billy Jenkins, reported on three major goals for the year at the September 7 Board meeting (NCSBE minutes, 1972i). The group had been organized at Western Piedmont Community College on October 25, 1969, in a session attended by representatives of 12 local institutions. A student group, advised by Mr. Raymond Jefferies of the Department of Community Colleges, it wanted to dramatically increase its membership, establish a legislative liaison committee, and initiate interaction with the Community College Presidents Organization.

New Advisory Council Appointees Named

At the October 4 Board meeting, 13 innovative "exemplary" projects were funded from federal sources (NCSBE minutes, 1972j). At the November 2 meeting, several appointments were made to the Community College Advisory Council (NCSBE minutes, 1972k).

New appointments made for two-year terms ending July 1, 1974, were: Mrs. Thelma C. Lennon, Director of the Division of Pupil Personnel Services of the Department of Public Instruction; Dr. Frank B. Weaver, Assistant Superintendent of Durham City Schools; Mr. Floyd E. Spellman, a program planner with The Albemarle Regional Planning and Development Commission in Edenton; Dr. Howard Robinson, director of Research Administration at the North Carolina Agricultural and Technical State University in Greensboro; Mr. Waymond L. Burton, Jr., a minority business development consultant for the Division of Commerce and Industry of the Department of Natural and Economic Resources; and Dr. Prezell Robinson, President of St. Augustine's College in Raleigh.

Former Governor Robert W. Scott led the list of new appointments for three-year terms ending July 1, 1975. Others were: Mr. Major M. Boyd, Assistant Superintendent of the Kinston Board of Education; Miss Lucille Bazemore, Supervisor of the Bertie County Board of Education in Windsor; Dr. Charles J. Law, Jr., Director of Occupational Education of the Department of Public Instruction; Dr. S. T. Shaw, Dean of the School of Education at North Carolina Agricultural and Technical State University in Greensboro; Dr. DeField Holmes, Vice Chancellor of Fayetteville State University; and Dr. Raymond Dawson, Vice President of Academic Affairs at the University of North Carolina in Chapel Hill.

Reappointed to terms ending July 1, 1975, were: Mr. George B. Autry, Executive Director of Manpower Development Corporation in Chapel Hill; Dr. John F. Corey, Assistant Vice President of the University of North Carolina at Chapel Hill; Mr. Gordon H. Greenwood, Chairman of the Buncombe County Commissioners in Asheville; Dr. Allan Hurlburt, a professor in the School of Education at Duke University; Mr. B. C. Mangum, President of Farm Bureau Federation in Raleigh; Mr. John T. Morrisey, Sr., Executive Secretary of the North Carolina Association of County Commissioners in Raleigh; Dr. J. H. Ostwalt, a professor at Davidson College; and Dr. Frank Toliver, a professor at St. Augustine's College in Raleigh.

Brief Monthly Reports Continue

Mr. Robert G. Smith gave a 10-minute report on training programs offered under the Manpower Development Training Act at the November Board meeting (NCSBE minutes, 1972k). At the December Board meeting Mr. Vincent C. Outland gave a 10-minute report on the Construction Division of the Department of Community Colleges (NCSBE minutes, 1972l). It was Outland who had earlier in the year credited the $3 million in construction funds appropriated by the 1971 General Assembly as having attracted enough matching local and federal funds to make many of the new facilities possible ("Institutes, Colleges Acquire New Look," N&O 9/13/72:3).

In a "10-minute" report presented January 4 to the Board concerning Sandhills Community College by its president, Dr. Raymond A. Stone, reference was made to the fact that as of year-end 1972 the system encompassed 56 local institutions — 15 community colleges and 41 technical institutes (NCSBE minutes, 1973a). Vincent Outland also gave a "10-minute report" on the Construction Division of the Department of Community Colleges.

Request Initiated for 57th Local Institution

The January 1973 Board meeting was the last one with H. Pat Taylor as lieutenant governor. James B. Hunt, Jr., the new lieutenant governor, began meeting with the Board in February. Both men were Democrats. The new governor was James E. Holshouser, a Republican. Governors Hodges, Sanford, Moore and Scott had all been Democrats.

At the February meeting the Board acted upon a request from Iredell County for the establishment of a comprehensive institution in Statesville, as described in General Statute 115A-2 (NCSBE minutes, 1973b). A local delegation presented the request which involved an acceptance of existing Mitchell College into the system, subject to action of the General Assembly. Following a personal commendation for the efforts of that delegation, Chairman Herring made the motion in favor of the action. It was seconded by John A. Pritchett. The resolution was passed over the objections of Mrs. W. B. Strickland. Also at the February 1 Board meeting, a report on W. W. Holding Technical Institute(now Wake Technical Community College) was presented to the Board by its president, Mr. Robert W. LeMay, Jr.

State Accreditation Gains on SACS Totals

A report from Dr. Joe R. Clary, chairman of the Accreditation Screening Committee, showed that 24 institutions had received initial state accreditation on a two-year cycle, and that the 32 others were projected to be accredited by the end of 1974. Regional accreditation by the Southern Association of Colleges and Schools had been conferred on 32 local institutions, and 24 more were projected for SACS accreditation by the end of 1974. Also, the term "administrative area" was approved for official use at the March meeting.

In April 1 action, Mr. Ervin Douglas Kearney, Jr., was approved as acting president of Carteret Technical Institute effective April 1. Mr. Melvin C. Bright, formerly institutional development officer of Piedmont Technical Institute, was approved as acting president effective March 26. Also, a grant application renewal was authorized for the Department to seek two additional breathalyzer instructors consistent with recent legislation requiring roadside tests. The monies were being sought equally from federal and state highway safety funds (NCSBE minutes, 1973d).

Board Appointment Controversy Resolved

Mr. Richard Ronald Manz was sworn in as a new Board member by Associate Justice J. Frank Huskins at the April 5, 1973 Board meeting. He was named by Governor Holshouser to fill the unexpired term of Mrs. Harry P. (Doris G.) Horton who resigned. She had been appointed in December of 1972 by Governor Robert W. Scott to fill a vacancy on the State Board created by the resignation of Dr. Charles E. Jordan of Durham. Superintendent J. Roger Peeler of Warren County Schools (see Dunn dissertation; O. C. Johnson dissertation) had spearheaded efforts to question the legality of Mrs. Horton's appointment ("Under the

Dome," N&O 1/8/73:1). Attorney General Robert Morgan's office had supported the position that the slot vacated by Dr. Jordan was still vacant.

The controversy revolved around Educational District 3 which was composed of Warren, Northhampton, Halifax, Vance, Granville, Franklin, Nash, Edgecombe, Wilson, Johnston, Wake and Durham counties. Scott had redesignated an "at-large" Board member, Mrs. Mildred Strickland of Smithfield, to fill Jordan's vacated District 3 slot. Mrs. Horton, of Pittsboro, had then been named to the "at-large" slot ("Under the Dome," N&O 2/10/73:1).

At the May 3 Board meeting, the oath of office was administered to three more new Board members by Judge James M. Bailey of the North Carolina Court of Appeals. Mr. Earl Hughes Oxendine, Mrs. Evelyn Sills Tyler, and Dr. Prezell R. Robinson were named by Governor Holshouser to terms which would expire on April 1, 1981. They filled the vacated positions of Mrs. Forrest Lockey, Jr., of Aberdeen, Mr. William R. Lybrook of Winston-Salem, and Mr. Harold L. Trigg of Greensboro. The naming of four new persons to the 13-member Board so early in the Holshouser administration was expected to have a significant influence on setting policy ("Under the Dome," N&O 2/10/73:1).

General Assembly Infuses Needed Funding

State President Ben E. Fountain, Jr., characterized the legislative session in the spring of 1973 as probably "the single most important General Assembly since the founding of our system in 1963" ("Session Helped Higher Education," N&O 6/6/73:8). State financial support which had been declining in recent budgets would total $123 million for FY 1973-74, almost double the $64 million in FY 1972-73.

Fountain's appreciation was extended in *The Open Door* through an editorial:

> When the history of our time is written, 1973 may well stand out as the year in which North Carolina rededicated itself to the concept of community college education.
>
> The community colleges and technical institutes took their case to the 1973 General Assembly. The Assembly responded with understanding and generosity. The level of funding was increased substantially.
>
> Community College education in North Carolina was propelled into its second decade with a renewed sense of commitment ("General Assembly Comes to Aid of System," 1973).

The editorial went on to say that the Legislature's "investment in total education for the people" demonstrated a commendable concern and would help immeasurably, but that this had been a catch-up situation precipitated by the crisis of "a sustained dry spell."

Board Approves Civil Rights Compliance Report

There were two meetings in June of 1973. At the June 1 meeting, upon a motion by Chairman Herring with a second by R. Barton Hayes, the "Report on Compliance by the North Carolina Community College System with Federal Civil Rights Requirements" was approved by the Board. Its initial paragraph stated:

> The North Carolina Community College System, established by the 1963 General Assembly, has no history of *de jure* or *de facto* racial segregation.

The report then went on to say:

> From its early days the system has maintained an "open door" policy for all individuals regardless of race, creed, or national origin (NCSBE minutes, 1973f).

Student enrollment as of the fall quarter of 1972 reflected 77 percent white (137,880 students) and 23 percent non-white (40,939 students) compared with 24 percent non-white in the total North Carolina population (see Robinson dissertation). As of April 1973, approximately 15 percent of the instructional staff at local institutions was non-white, and 16 percent of the local administrative and operating staff was non-white (NCSBE minutes, 1973f). Among the appendices attached to this report was a restatement of W. Dallas Herring's philosophy of total education.

In addition to concerns about compliance in reference to students, this report cited a March 2, 1972, Board policy which addressed both civil rights and gender:

> Now, therefore be it resolved, that the North Carolina State Board of Education reaffirms its committment to a policy of employment and assignment of personnel solely on the basis of qualifications and without regard to sex, creed, or ethnic origin;
>
> Be it further resolved that the Board go on record as encouraging and expanding employment of women in administrative positions in those instances where qualified female applicants are available for such positions (NCSBE minutes, 1972c, 1973f).

A summer 1972 editorial in *The Open Door* pointed out the employment situation in general for female students had been considerably improved by their access to the System ("New Opportunities for Women," 1972).

Senate Bill Authorized Extension Courses

Attached to the minutes of the June 1 Board meeting was a copy of Senate Bill 394 of the 1973 Session of the General Assembly. It authorized community colleges, technical institutes, and industrial education centers (IECs) to teach extension courses away from institutional campuses "in order to make instruction as accessible as possible to all citizens" (NCSBE minutes, 1973f).

At the second meeting in June on the 28th, Dr. Edward Wilton Cox, former Dean of Continuing Education at College of The Albemarle, was named as President of Piedmont Technical Institute in Person County succeeding Acting President Melvin Bright (NCSBE minutes, 1973ff). Also, Dr. Joe R. Clary, M. J. McLeod, and Clyde A. Erwin, Jr., were reappointed to three-year terms on the Accreditation Screening Committee.

Artist-in-Residence FTE Funding Initiated

Upon a motion by G. Douglas Aitken with a second by Lieutenant Governor Hunt at the June 28 Board meeting, a funding formula for providing FTE credit was approved for institutions participating in the Artist-in-Residence program (NCSBE minutes, 1973ff). It allowed for host institutions to earn 22 curriculum FTE credits, if such institutions had participated one or more years in the program. A pair of institutions were allowed to share a residence artist.

Two area coordinators were approved to work in management development training on June 28. These positions, coordinated through the Office of the State President of the Department of Community Colleges, were designed to coordinate industries in developing new programs with small businesses. Also, an allocation of $1,475,000 was approved for job training for the disadvantaged (NCSBE minutes, 1973ff).

Graduate Funding Continued for NCSU

Upon a motion by Chairman Herring with a second by Mr. R. R. Manz, the finance committee approved a recommendation of an additional $244,972 for graduate training in administration and supervision in adult and community college education for fiscal year 1973-74. This was pursuant to a previous agreement between the State Board of Education and Dr. Edgar J. Boone's Department of Adult and Community College Education at North Carolina State University. Provisions were also made concerning an agreement with Mars Hill College in connection with the operation of the leadership school.

The June 28 report of library books processed through Library Services as of May 31, 1973, showed that books accumulated within the 56-unit system had increased to 664,616 from 580,159 on June 30, 1972. Upon a motion by Mrs. Evelyn Tyler with a second by Mr. E. H. Oxendine, a formula was approved for establishing and maintaining local libraries. This action precipitated a series of ongoing monthly reports which, along with the regular construction reports, serve as indicators of the steady institutional growth of the System.

CHAPTER ELEVEN

FY 1973-74: Toward HEW Compliance and ABE Authority

There was no meeting of the State Board of Education in July of 1973, but at the August 9 meeting several former Board members were honored for their service (NCSBE minutes, 1973g). Resolutions of appreciation were passed recognizing Mr. William R. Lybrook and Mrs. Eldiweiss F. Lockey, each for four years of service, and Dr. Harold L. Trigg for twenty-four years of service. Mrs. Doris P. Horton, the short-lived appointee during the recent controversy over gubernatorial authority, also received an expression of appreciation from the Board.

Dr. Barton R. Herrscher was approved to serve a one-year term until June 30, 1974, as president of Mitchell Community College. Dr. Donald W. Bryant was approved as president of Carteret Technical Institute effective August 1. And Dr. G. Herman Porter was approved as temporary president of Southeastern Community College effective August 6.

Selection of Permanent Sites Continue

A permanent site was approved in July for Montgomery Technical Institute. A gift from Colonel Reese Blair, it consisted of 76 acres approximately one-half mile from the existing campus (NCSBE minutes, 1973g). This Board action was similar to other ongoing approvals of permanent sites during this period, many of which accompanied authorizations for construction.

Final approval was given for three construction projects. Central Piedmont Community College received an occupational education building, Sampson Technical Institute received an automotive shop, and Martin Technical Institute received a learning resources center. Tentative approval was given to W. W. Holding Technical Institute for a student center building and for a diesel and auto shop building.

Long-Range Plans Required From Local Institutions

At the August Board meeting action was taken to require the submission of long-range plans from each of the System's constituent institutions (see Ballard dissertation; N. Bell dissertation; Henderson dissertation; G. Phillips dissertation; Thigpen dissertation) no later than June 30, 1974 (NCSBE minutes, 1973h). There were to be two types of long-range master plans: one for programs, and another for campus and facilities. By this action the Board served notice that no state funds for facilities would be expended prior to the submission of such plans.

A contract was approved between Durham Technical Institute and the Biological Science Research Center at the University of North Carolina at Chapel Hill which provided assistance to Durham Tech for conducting a child care program. And six reappointments were made to the Community College Advisory Council: Dr. Edgar J. Boone, Dr. Robert G. Carson, Dr. L. C. Dowdy, Dr. Arnold K. King, Mr. S. Leigh Wilson, and Dr. Harold Delaney were asked to serve for another three-year term ending July 1, 1976 (NCSBE minutes, 1973h).

At the September 6 Board meeting, upon a motion by Mrs. Evelyn Tyler and a second by Lieutenant Governor James B. Hunt, Jr., approval was given to the recommendation by the Accreditation Screening Committee that Blue Ridge Technical Institute, Halifax County Techical Institute, Haywood Technical Institute, Randolph Technical Institute, and Wilson County Technical Institute, receive Board accreditation in accordance with ongoing policies and procedures (NCSBE minutes, 1973i).

Feasibility Study Sought for 57th Institution

At the October 4 Board meeting two requests were made for surveys to study the feasibility for establishing local institutions, one from Transylvania County and another from Watauga County (NCSBE minutes, 1973j). The request for Watauga County was withdrawn prior to the November 1 Board meeting (NCSBE minutes, 1973k).

Final construction approval was given in October for a classroom building at Surry Community College, and approval for revision of a multi-purpose building was given for Southwestern Technical Institute (NCSBE minutes, 1973j). Bladen Technical Institute received tentative approvals for a learning resource center and a classroom and lecture hall building.

Additional construction funds were approved for a multi-purpose building at Guilford Technical Institute in November (NCSBE minutes, 1973k). Tentative approvals were made for the purchase of land at Central Piedmont Community College, a classroom-laboratory-learning resource center building at Forsyth Technical Institute, a shop building and a classroom-laboratory building at Martin Technical Institute, and a classroom-laboratory building at Fayetteville Technical Institute.

Monthly Reports Reflect Business as Usual

At the November 1 Board meeting, Dr. William Ronald McCarter was approved as president of Southeastern Community College effective December 1 (NCSBE minutes, 1973k). At the December 6 Board meeting, upon a motion by Mr. R. R. Manz with a second by Mr. E. H. Oxendine, Dr. Charles C. Poindexter was approved as Acting President of Mitchell Community College for the period of January 1 through January 30, 1974. And Dr. Donald R. Mohorn, president of Vance-Granville Technical Institute, was named in December to a three-year term on the Joint Committee on College Transfer Students. He replaced Dr. W. T. Cottingham whose term expired December 31 (NCSBE minutes, 1973l).

At the January 10, 1974, Board meeting, final approval was given for five construction projects (NCSBE minutes, 1974a). And the February 7, 1974, Board meeting began with a moment of silence in tribute to Dr. Charles E. Jordan, a former Board member, who died on February 4 (NCSBE minutes, 1974b).

A number of transfers and changes from one local institution to another were approved by the Board in January and February of 1974. This kind of action was not out of the ordinary, but can be seen frequently in monthly records during this period. Although not recorded as explicitly discussed during Board meetings, they are outlined in detail in attached memoranda and reflect approval by the Controller consistent with standing policies of the Board.

Joint Nursing Education Committee Revised

A revision of policy concerning the Joint Committee on Nursing Education was approved at the February 7 Board meeting (NCSBE minutes, 1974b). It modified the policy which had previously been approved on November 5, 1971. The new title of that body was to be the Joint Advisory Committee on Nursing Education. The resolution stated

> that any advice rendered by the Joint Advisory Committee on Nursing Education to the State Board of Education shall be through the president of the Department of Community Colleges and appropriate staff (NCSBE minutes, 1974b).

N. C. Desegregation Report Accepted by Board

At the February 7 Board meeting, upon a motion by John A. Pritchett with a second by Mrs. Evelyn S. Tyler, and in spite of a dissenting vote by Mr. Richard C. Erwin, the Board accepted a report of the Advisory Committee on Desegregation of Post-Secondary Education Systems in North Carolina. This approval was to be conveyed to the U. S. Department of Health, Education and Welfare (NCSBE minutes, 1974b).

State President Ben E. Fountain, Jr., and William C. Friday, president of the University of North Carolina, met in Washington, D. C. with the director of the Office for Civil Rights in mid-April. As the result of a multi-state federal court ruling in late 1973, the two state educational systems were both working toward June 1 deadlines for proposing a plan for changes to the Department of Health, Education and Welfare. Failure to reach an agreement could result in Justice Department prosecution or withdrawal in federal aid ("College Racial Plan Aired," N&O 4/16/74:21), but implementation of any acceptable plan would pose the need for additional funding ("Anti-Bias Coompliance Linked to More Funds," N&O 4/28/74:4).

In other February action, Board approval was given for the request of trustees at Wayne Community College to relocate their campus from their current site to a new site known as the Yelverton property. This new location consisted of 125 acres near Wayne Memorial Hospital, one mile north of the existing campus (NCSBE minutes, 1974b).

Ten-Year Planning Effort Initiated With RTI Study

The Board approved a contract with the Research Triangle Institute at its March 7 meeting for the purpose of building a ten-year strategic plan for the Community College System. The contract called for a study to project the number of graduates and students expected to be enrolled in broad and instructional areas, plus associated costs, construction, equipment and faculty and staff requirements (NCSBE minutes, 1974c).

Accreditation approval was given in March to Asheville-Buncombe Technical Institute, Catawba Valley Technical Institute, Central Piedmont Community College, Guilford Technical Institute, and Surry Community College.

Vocational Education Act Funds Used for Construction

Current operating funds from budgeted and unbudgeted Federal Vocational Education Act sources were transferred to provide additional monies for local construction at the April 4 Board meeting (NCSBE minutes, 1974d). This action, contingent upon approval by the Governor and the Advisory Budget Commission, would make available an additional $2,928,082. Allocations of $500,000 per institution were targeted with a ranking list of priorities, each instance requiring a matching amount of local dollars. As of this March 1974 action, each local institution had received or was targeted to receive at least $500,000 in State construction funds appropriated by the General Assembly. Some local institutions had already received another $500,000 in Vocational Education Act construction funds. This action would see to it that all local institutions would have been blessed with Vocational Education Act funds.

Later in the month, State President Ben E. Fountain, Jr., noted that funding from the 1973 and 1974 sessions of the State Legislature was "the greatest for the community college system since it was founded"; the biennial appropriation of $36 million for construction had tripled the amount previously received during the System's ten years of existence ("Extensive Funds Allocated for N. C. Higher Education," N&O 4/16/74:7).

In other April Board action, a request for a feasibility study was presented from Martin Technical Institute. Dr. Charles Poindexter was approved as president of Mitchell Community College effective April 5. And the following policy was approved:

> No tuition or fees of any kind shall be charged curriculum or extension students who are prison inmates (NCSBE minutes, 1974d).

Also, approval was given at the April meeting for accreditation of Technical Institute of Alamance, Pitt Technical Institute, Richmond Technical Institute, Beaufort County Technical Institute. And on April 22, Governor James E. Holshouser, Jr., appointed eight trustees to local boards of technical institutes ("Governor Appoints Trustees," N&O 4/23/74:23).

Board Informed of Long-Range Planning Report

A report on long-range planning for institutions in the Community College System was presented to the Board on June 5, one day prior to its June 1974 meeting (NCSBE minutes, 1974f). That report is not included with the June 6 minutes, but the recognition of such activity on the part of the Department is consistent with other formal actions and with the funding of the Research Triangle Institute study.

Tentative approval for construction planning was given in June to Craven Community College for exterior recreation facilities including tennis courts, paved recreational areas, and activity fields. Final approval was given for an occupational building at Coastal Carolina Community College, a shop building at Martin Technical Institute, and a new campus with four buildings at Vance-Granville Technical Institute (NCSBE minutes, 1974f).

Part of the funding for Vance-Granville included a transfer "loan" of Vocational Education Act funds previously designated for W. W. Holding Technical Institute. Such inter-institutional courtesies were not uncommon, but would present payback problems during later funding shortfalls.

State President Ben E. Fountain, Jr., recognized Mr. John H. Blackmon at the June meeting. Blackmon had been with the Department of Community Colleges since its inception in 1963, and was retiring from his present position as Assistant to the State President after 37 years of service in education.

Report Cites Board as Official State ABE Authority

Attached to the minutes of the June 6 Board meeting is a revised and updated "North Carolina State Plan for Adult Basic Education" (NCSBE minutes, 1974f). This 31-page report designated the State Board of Education as the sole agency responsible for the administration of North Carolina's ABE plan (see Bottoms dissertation; Camp dissertation; Chalmers dissertation; Colquitt-Wilkins dissertation; Fendt dissertation; Jackson dissertation; Killian dissertation; Knox dissertation; Prisk dissertation; D. Williams dissertation; Lilley dissertation).

The state president of the Department of Community Colleges also was named by that report as the State's chief administrator of adult basic education. This authority was recognized as being implemented through the Department's programs in its Division of Continuing Education. The adminstrative chain of command was certified by an attached memorandum from the Attorney General of the State of North Carolina. That letter included an opinion which supported the Board's authority to dispense state and federal funds.

CHAPTER TWELVE

FY 1974-75: A Relative Calm, A Gathering Storm

At the July 11, 1974, Board meeting the local president and the local board chairman presented a request to add a college transfer program effective July 1, 1975, at Martin Technical Institute (NCSBE minutes, 1974g). Action was postponed until the August meeting giving time for further study. It was subsequently authorized on August 8, subject to approval by the governor and the Advisory Budget Commission (NCSBE minutes, 1974h).

Contractual Service Agreements Approved

Several contractual service agreements were approved at the July meeting (NCSBE minutes, 1974g). Among them, Fayetteville Beauty College, New Art Institute of Cosmetology, and Sir Walter Beauty Academy were approved to provide services for Fayetteville Technical Institute. Durham Technical Institute was authorized both to offer courses in respiratory therapy utilizing assistance from Duke Medical Center, and to offer courses in mental health associate training utilizing services from John Umstead Hospital and from the Murdoch Center.

Similarly, Halifax County Technical Institute and James Sprunt Institute were both allowed to contract with Cherry Hospital for instruction in associate degree nursing courses. Conversely, Johnston Technical Institute was approved to provide instructional assistance at Johnston Memorial Hospital for various courses in medical technology.

Associate in Fine Arts Degree Authorized

The community colleges in the System were authorized in August to award an associate in fine arts degree. This curriculum program was available to graduates of pre-professional college transfer programs in dance, drama, music, and art (NCSBE minutes, 1974h).

In other August Board action, Mr. Harley P. Affeldt was approved as president of Forsyth Technical Institute for a three-year term, and construction projects were approved at Robeson Technical Institute, Catawba Valley Technical Institute, Stanley Technical Institute, and Cape Fear Technical Institute. Also, Mr. Joseph H. Nanney was appointed to a three year-term on the

Accreditation Screening Committee at the August meeting, and reappointments were made to Bonnie Cone and J. F. Hockaday (NCSBE minutes, 1974h).

Three Former Governors Named to Advisory Council

Three former governors were among the Community College Advisory Council appointees named to three-year terms at the September 5 meeting of the State Board of Education (NCSBE minutes, 1974i). The Honorable Luther H. Hodges of Chapel Hill, Supreme Court Justice Dan K. Moore of Raleigh, and Duke University President Terry Sanford of Durham led a list of 19 persons agreeing to serve for terms ending July 1, 1977.

Others included Miss A. Madeline McCain of Greensboro, retired; Dr. Howard Robinson of Greensboro, Director of Research and Adminstration at North Carolina Agricultural and Technical State University; Dr. Lester F. Zerfoss, of UNC-Asheville's Psychology Department; Mrs. Thelma C. Lennon of Raleigh, Director of the Division of Pupil Personnel Services for the Department of Public Instruction; Mr. Waymond L. Burton, Jr., of Raleigh, assigned to the Division of Commerce and Industry of the Department of Natural and Economic Resources; and Mr. James N. Glenn of Charlotte, Vice President of First Union National Bank.

Also, Dr. Frank B. Weaver, Assistant Superintendent of Durham City Schools; Mr. Floyd E. Spellman of Edenton, a program planner with Albemarle Regional Planning and Development Commission; Mrs. Harveleigh White of Raleigh, the manager of Method Postal Service Station; Mr. M. R. Peebles of Raleigh, a masonry contractor; Dr. Norma J. Thompson, Dean of Admissions and Administration at Pembroke State University; Mr. W. Herman Anderson of Lenoir, the director of area development at Blue Ridge Electric Membership Corporation; Mrs. Louise G. Wilson of Winston Salem; Mrs. Geneva Warren of Prospect Hill; Mr. W. T. Johnson of Greensboro; and Dr. Robert L. Holt, Vice-President of East Carolina University in Greenville.

State Staff Request Cites Growth to 400,220 Students

A summary of personnel positions to be requested by the Department in the 1975-77 biennial budget was presented at the September 5 Board meeting (NCSBE minutes, 1974i). The report gave the total number of employees on the Department staff as 161 persons, an increase of 81 percent over the decade since the end of the first fiscal year in 1963-64. This did not include the controller's office. During the same 10-year period the statewide student enrollment had increased from 52,870 to 400,220 students, an increase of 657 percent (NCSBE minutes, 1974i).

In action at the October 3 meeting, Dr. Bonnie Cone's vacancy of a three-year term on the Community College Advisory Council was filled by Dr. Frank G.

Dickey, Provost of the University of North Carolina at Charlotte. Dr. Ben H. Hackney, Professor of Education at the University of North Carolina at Charlotte, was named to succeed Dr. Cone on the Accreditation Screening Committee. Both terms would end July 1, 1977 (NCSBE minutes, 1974j). And the October report on library resources as of September 30, 1974, showed a system total of 797,668 books (NCSBE minutes, 1974j).

Student Profile Research Study Extended

At the November 7 meeting the Board's Finance Committee, upon a motion by Dr. Prezell Robinson with a second by Mr. John M. Reynolds, approved amendments to the January 1974 agreement with NCSU's Department of Adult and Community College Education (NCSBE minutes, 1974k). The research project by Mr. Ronald W. Shearon entitled "Profile of Students in North Carolina Community Colleges and Technical Institutes 1974" was extended from December 31, 1974, until June 30, 1975, and allowed supplementary funding to provide for additional travel, computer rental, and communications expense.

Continuing Education Unit Report Received

The North Carolina Community College Task Force presented a report entitled "The Continuing Education Unit" to the State Board of Education at its November 9 meeting (NCSBE minutes, 1974k). It addressed a uniform unit of measurement for non-credit continuing education programs. Much of the input was the result of a national task force on the continuing education unit which had been chaired by Dr. William L. Turner of North Carolina State University. In other action, Vance-Granville Technical Institute initiated a request to add college transfer programs effective July 1, 1976 (NCSBE minutes, 1974k).

Governor Hodges Remembered in Resolution

Former Governor Luther Hartwell Hodges, the founding force behind the network of industrial education centers to which was wedded the fledgling system of community colleges in the 1963 legislation, died on October 6, 1974. The State Board of Education at its November 7 meeting approved an extensive resolution noting deep regret and sadness. Selected portions of the resolution stated:

> His own life's experience with education and with business led him to a profound understanding and appreciation of both as mainsprings in the social and economic order in progress of a state and nation.
>
> He saw the tradition of offering academic education limited largely to the years of youth as leaving a great gap in the education and training services

> provided by the State for its citizens, a gap which he conceived as having a highly depressing consequence upon the progress of the State and the opportunities and lives of its citizens. The elimination of that gap became for him a great commitment. Providence permitted him to live to see his objective largely realized.
>
> The North Carolina Community College System, organized in 1963 from 18 industrial education centers, one technical institute, and two local junior colleges that had all been created during his administration as Governor, was, at the time of his death, enrolling more than 400,000 adult students annually and numbered 57 institutions which cover the entire state with their vocational, technical, and adult education programs. He often expressed his great satisfaction concerning this development (NCSBE minutes, 1974k).

Thus, in addition to an overview of Hodges's political offices and his personal characteristics, there remains, as these words indicate, an explicit acknowledgement of the debt the System owes to his administration.

Board Begins Move to Reclaim Chairmanship Rights

The December 5, 1974, meeting of the State Board of Education is most notable for the initiation of discussion which led to the election of the chairman and the officers of the Board. W. Dallas Herring had served in the capacity of chairman since the 1957. Having first been appointed to the Board by Governor Hodges in 1955 (along with R. Barton Hayes, Charles McCrary, Charles Rose, and Guy B. Phillips), he had been voted in as the successor to D. Hiden Ramsey (Segner, 1978:62). Then when Governor Sanford reappointed him to the Board in 1962, he had made a point of reappointing him as chairman. Sanford's action had deviated from the Board's precedent of electing its own chairman (Segner, 1978:108). Explicit wording of a motion made by Mrs. Mildred Strickland, and seconded by Mr. John M. Reynolds, was as follows:

> Mr. Chairman, I move that the Board of Public Education of the State of North Carolina set the January meeting of 1975 for election of officers of the board — that is, a chairman and a vice chairman — pursuant to Section 115-10 of the General Statutes of North Carolina;
>
> and that therafter at the June meeting of 1977 and every two years thereafter the board shall elect a chairman and vice chairman who shall take office on July 1 after election in June. And that this election be by written ballot (NCSBE minutes, 1974l).

Mrs. Strickland noted three parts of the rationale. One, there was nothing in the motion which would prohibit the present chairman or any future elected chairman to serve any given number of terms as chairman. Two, that the present and future members of the Board of Education should have a right to elect the person that they deem best suited to serve as chairman. Three, that the elections are termed to run with the General Assembly.

A substitute motion was made by Lieutenant Governor James B. Hunt, Jr. It was seconded by State Treasurer Edwin Gill. The substitute motion stated that the Board should postpone consideration of the main motion until the January meeting, and that it should be set as the first order of business at that session.

The substitute motion was approved by the Board with Mrs. Strickland and Mr. G. Douglas Aitken casting "no" votes. Hunt then requested that the Office of the Attorney General prepare and distribute to members of the Board any statutory or case law which might relate to the election of the chairman of the State Board of Education.

Struggle Over State Board Chairmanship Continues

The State Board met on January 9, 1975, and immediately considered the resolution concerning the election of officers presented by Mrs. Mildred Strickland at the December 5 meeting. Lieutenant Governor James B. Hunt, Jr., offered a substitute resolution which was seconded by Mrs. Evelyn S. Tyler (NCSBE minutes, 1975a). It would reaffirm the election of W. D. Herring as chairman and of John A. Pritchett as vice chairman for a term which would end in April of 1977. However, it also called for the chairman to appoint a special committee to report by the March board meeting on procedures for holding such elections in the future. Hunt's substitute motion further suggested that the Board recommend to the General Assembly a fixed procedure for the selection of its officers on or after April 1, 1977, and that such procedures should be incorporated into the General Statutes.

Mrs. Strickland then made a procedural motion, which was seconded by John M. Reynolds, that the vote on the substitute motion be by secret ballot; it failed seven to six upon a show of hands.

G. Douglas Aitken, seconded by Reynolds, then moved to modify Section One of Hunt's resolution to delete the names of Herring and Pritchet and simply call for an election of a chairman and vice chairman for a term ending April 1977. Another call for a secret ballot, this time by Reynolds and Aitken, was again rebuffed by the chair. The ensuing roll call vote on Aitken's amendment which would have allowed an immediate election was defeated, with the following Board members voting "aye": Aitken and Reynolds, who had made and seconded the motion, Richard C. Erwin, John M. Reynolds, Dr. Prezell Robinson, and Mrs. Strickland.

Erwin then made a motion that sections one and three of Hunt's resolution be tabled until the March meeting of the Board. Section two called for an election at that time. Reynolds again seconded Erwin's motion, and again the motion was defeated, with Pritchett joining those who voted "aye" in a losing cause.

Then came the roll call vote on Hunt's substitute motion. Pritchett abstained, and Erwin sided with the others who voted in favor — Hunt, Herring, R. Barton Hayes, R. R. Manz, E. H. Oxendine, Mrs. Tyler, and State Treasurer Edwin Gill. The substitute motion passed: thus, Herring and Pritchett would continue to serve as officers at least until April 1977. But the Board had become irreversibly politicized, and wheels had been put in motion for changes which would alter both the philosophical and the administrative direction of the System.

Race and Gender Composition of Local Boards Addressed

Pursuant to a plan ordered by the Office of Civil Rights of the U. S. Department of Health, Education, an Welfare, the State Board adopted a pair of resolutions in February which were concerned with the racial and gender composition of boards of trustees at local institutions. Both resolutions had an attached breakdown for each of the 57 local institutions. Each local board would have three vacancies by June 30.

This first resolution, directed to local board chairmen, said:

> It is the view of the State Board that sex and racial components of the institution's geographic administrative area ought to be reflected equitably in the membership of the governing board of each institution. The State Board hereby expresses its concern in this regard and its hope that trustees will use their good offices to advance the objectives stated above.

The resolution which was directed to appointing agencies (i.e. the Governor's office, local boards of education, and local boards of county commissioners) said:

> The State Board of Education expresses the hope that you will consider making such adjustments on behalf of an equitable representation by race and by sex as in good conscience ought to be made (NCSBE minutes, 1975b).

Taping of Board Sessions Precipitates Discussion

At the January meeting, Dr. Woodrow B. Sugg was approved as president of Guilford Technical Institute effective July 1 (NCSBE minutes, 1975a). At the February meeting, Dr. Joseph L. Mills, Dean of Academic Programs at Gaston College, was approved as president at Gaston College (NCSBE minutes, 1975b).

When the State Board met in adjourned session on February 20, discussion ensued over the recently initiated practice of tape recording the meetings (NCSBE minutes, 1975bb). John M. Reynolds, with a second by G. Douglas Aitken, made a motion that the practice be discontinued. Reynolds's objection was that it had been done without his knowledge and without approval of the Board. He requested information as to how it had been authorized and by whom.

Chairman Herring stated that Barton Hayes had been asked if it could be done and that Hayes had concurred. After considerable discussion, Reynolds withdrew his initial motion and set forth another, which was also seconded by Aitken. It passed unanimously. It stated that

> the secretary of the Board record the minutes of the Board and that the recordings be filed with the official minutes of the Board and be made available to the members of the Board on request (NCSBE minutes, 1975bb).

Board Chairmanship Election Issue Resolved

The *ad hoc* committee authorized in January to deal with the election of officers of the Board, chaired by R. Barton Hayes, presented its report at the March 6 meeting (NCSBE minutes, 1975c). The committee had met the previous day in the office of State Treasurer Edwin Gill. Hayes and Gill were joined by Lieutenant Governor James B. Hunt, Jr., Mr. Richard R. Manz, Mr. Richard C. Erwin, Mr. Earl Oxendine, and Mrs. Evelyn Tyler. Mrs. Mildred S. Strickland was absent, but State Representative Lane Brown was there to discuss briefly House Bill 196. After Brown's departure the committee discussed the vagueness of the wording concerning voting in General Statutes 115-10B, discussed the matter of succession in the office of chairman, and discussed the length of terms for the offices of chairman and vice chairman.

There was both a majority recommendation and a minority recommendation to the Board from the committee concerning voting procedures. The majority recommendation was stated as follows:

> When there is a demand for a record vote and a demand for a secret ballot, a majority of those members present and voting shall decide which method of voting will be used (NCSBE minutes, 1975c).

The minority report, as read by Mrs. Strickland, expressed the opinion that the use of the secret ballot was in this instance synonymous with a free election, and that it was consistent with the tradition established when Herring was elected as the present chairman, and that it served no useful purpose to have a show of hands when choosing between dedicated members of an unpaid public board, and that secret ballots would minimize the tendency toward friction and factions. She concluded the minority report by quoting Oliver Cromwell:

> I beseech you, in the bowels of Christ, think it possible you may be mistaken (NCSB minutes, 1975c).

The committee made no recommendation on the second item which concerned the number of terms a chairman could serve. Concerning item number three, the committee recommended that election of officers be held at the June

1977 meeting and each fourth year thereafter with terms for a period of four years, except that elections would also be held in the event of a vacancy occurring prior to the end of a term.

As the Board considered the report of the committee, it decided to vote separately on the two recommendations. First, the Board approved the committee's recommendation on the first item, leaving the choice between secret and public balloting to the majority of those present at a given meeting. This was done with Reynolds, Erwin, Pritchett, and Robinson voting "no." Then the Board revised the committee's recommendation concerning item number three to read as follows:

> That elections of officers be held at the June 1977 meeting, and each two years thereafter, and that the term of office be for a period of two years. In the event a vacancy occurs prior to the end of a term, an election would be held to fill the office for the unexpired term (NCSBE minutes, 1975c).

The Board passed this revision on a six to five vote, a bare majority which reflected a serious polarization of the Board for the first time since passage of the Omnibus Act in 1963.

New Board Appointments Add to Apparent Split

The Board met on April 3 and extended a resolution of appreciation to G. Douglas Aitken for his years of service on the Board (NCSBE minutes, 1975d). Aitken's term had expired. He had served since being appointed by Democratic Governor Luther Hodges along with Charles McCrary and Charles Rose in July of 1956 (Segner, 1974:62), less than a year after Herring's appointment.

Aitken, from Charlotte, was the last of several long-time Herring contemporaries to rotate off the Board. Republican Governor James E. Holshouser, Jr., exercised his right of patronage to fill the vacated position with Larry M. Harding, also of Charlotte, a Republican and board chairman of the Jefferson-Pilot Broadcasting Company ("School Board Members Sworn In," N&O 4/3/75:37). Holshouser also reappointed Richard R. Manz of Roanoke Rapids for a new term. These appointment opportunities, coming so recently after the split vote on chairmanship elections, added to the apparent lack of consensus concerning the direction of Board decisions and contributed to unstable voting patterns (NCSBE minutes, 1975d).

Fountain Questions ABC Budget Proposals

In public comments by State President Ben E. Fountain, Jr., following the April Board meeting. He said that Advisory Budget Commission recommendations before the General Assembly could force the System to close its "open door" by necessitating local institutions to turn away some students. "We simply can't handle the students we have now," said Fountain citing an increase in enrollments from 59,000 in the fall of 1973 to 72,000 in the fall of 1974 ("School Head Hits Budgeting," N&O 4/3/75:37). Only 88 percent of expected fall 1975 applicants could be admitted, said Fountain, if the present funding proposals were enacted by the State Legislature.

In fiscal year 1973-74, over 400,000 students (about 79,500 full-time equivalents) attended the 17 community colleges and 40 technical institutes in North Carolina. The General Assembly funded $133.1 million that year. Projected enrollment for FY 1975-76 would approach 107,000 FTE, but as of April the appropriations being recommended by the Advisory Budget Commission to the Legislature totaled only $117.5 million and more cuts were being considered. Fountain perceived that the System was facing underfunding which would approximate 20 percent ("Students Basic to Funding," N&O 4/27/75:6).

Shortage of Black Local Presidents Attacked

On May 1, upon a motion by John A. Pritchett with a second by John M. Reynolds, the Board requested at its May meeting that codification of its policies be completed as soon as possible. Lieutenant Governor Hunt suggested that he would have this matter put on the agenda for the next Advisory Budget Committee meeting (NCSBE minutes, 1975e).

In other May action, during consideration of a request by the Board of Trustees of Durham Technical Institute to approve John M. Crumpton, Jr., as the new president of that institution, notable opposition was registered (NCSBE minutes, 1975e). The discussion did not center upon the nominee, but addressed a rising concern over the lack of top black administrators. Crumpton was to succeed President H. K. Collins, Durham Tech's first president who had served since April 4, 1958. The motion to approve Crumpton prevailed, but Dr. Prezell Robinson, E. H. Oxendine, and Mrs. Mildred S. Strickland voted against it. Dr. Robinson then entered an extensive statement into the record which read in part as follows:

> I don't know the gentleman and I wish him well. Now, in my judgment, Durham Technical Institute is a prime example of where a minority person qualified could do and fill a top post. I believe the representation in Durham Technical Institute is above 60 percent minority in terms of this student body.
>
> Now I sit on this Board and I say these things, with every ounce of sincerity in my heart...and I am not a racist. I am fully committed to a totally open society based on qualifications, but I cannot understand and see for the life of me when these opportunities, Mr. Chairman, present themselves and I understand fully that this Board cannot dictate to a local Board what it can or cannot do.

> On the other hand, I am also acutely aware of the fact that this Board can exert a measure of influence on a local board without a mandate. Mr. Chairman, this is a sad day for me because I had hoped as the result of the report that was made...that this Board is going to exert a level of leadership and a level of fair-mindedness that's going to transcend what appears to me to be a degree of hypocrisy. I cannot in fairness vote favorably myself in this case, and I wanted to express this just as fairly and forthrightly and as openly as I know how to do it (NCSBE minutes, 1975e).

Mrs. Strickland expressed her concurrance with Dr. Robinson, and then he continued:

> Mr. Chairman, I hope this gets in the minutes...even though it's going to be tinkling brass and sounding cymbal...because one day I won't be on this Board and I would like the record to show how Prezell Robinson responded to a situation. It is my sincere conviction if this Board feels strongly enough, it can exert a degree of influence, not coercion, but it can exert moral influence that I think will have a salutary effect on local boards. I just hope so much if the press is here, I sure hope it will for one time get correct what I have tried to say (NCSBE minutes, 1975e).

Timing of Local Probe Adds to Budget Woes

An investigation into the falsification of enrollment records at Sampson Technical Institute near Clinton further complicated the System's fiscal picture in the spring of 1975 ("Sampson Tech Records Investigated," N&O 4/27/75:1). Since funding for local institutions was based in large measure upon enrollment and numbers of classes, this inquiry by State Auditor Henry L. Bridges at the request of Dr. William Cole, an auditor in the Controller's office of the State Board of Education, placed the funding formula on the front pages right during the time of budget recommendations to the Legislature.

In the two months since March, Advisory Budget Commission recommendations had dropped from $117.5 million to $104.2 million for 1975-76. For 1976-77 it would be $112.3 million. This was down from $117.9 million in 1973-74 and $119.1 million in 1974-75, at a time when enrollments were soaring. The overriding reason behind the cutbacks was a predicted state revenue shortfall of $288 million for 1975-77, but news reports noted that the System was in funding trouble even before the shortfall predictions ("Official Says Fund Cuts Would Damage Colleges," N&O 5/25/75:4).

Recession Prompts Unprecedented Appeal to Legislature

The State Board took unprecedented action on June 5 in sending a resolution to the General Assembly which addressed the severe budgetary restraints due to the impact of an ongoing economic recession (NCSBE minutes, 1975f). It requested as much funding as possible to the program sent forward by the State Board of Education—"particularly in those areas close to children." The request was signed individually by each member of the State Board of Education, by State Superintendent of Public Instruction A. Craig Phillips as secretary to the Board, by State Community Colleges President Ben E. Fountain, Jr., and by Board Controller A. C. Davis.

Student Profile Study Extended

A second extension of an agreement with NCSU's Department of Adult Community College Education was approved in June for completion of a study entitled "Profile of Students in North Carolina Community Colleges and Technical Institutes, 1974." The due date was extended from June 30, 1975, to December 31, 1975, at no increase in cost. The contract had originally been approved January 10, 1974, for a period of time between March 1, 1974, through December 31, 1974. It was later extended on November 7, 1974, to June 30, 1975. Each extension was needed due to unforeseen delays in compilation and printing of data (NCSBE minutes, 1975f).

Herring Essay Indirectly Responds to Board Struggles

While the struggle over the election of Board chairmanship had apparently loosened the tight grip Chairman Dallas Herring had over the immediate direction of formal decision-making, he nonetheless continued to give voice to the philosophical principles upon which his support of community colleges was based. He also was astutely aware of the buffeting changes in social and economic climate, and so once again expressed the "comprehensive" point of view in a summer 1975 article for *The Open Door*. In doing so, his remarks also provided an insight into his perspective on the political struggles affecting the State Board of Education:

> Everyone I know agrees...with the view which Governor Aycock recommended: the philosophy which holds that every child should have the opportunity to burgeon out all that there is within him. There are two basic concepts in this philosophy. One speaks to the question of quality and the other to the idea of equality.
>
> It is probably true that no other state, north or south, has more fully complied with the Constitutional mandate for equal opportunity in education than North Carolina has.
>
> The idea of quality in education is far more complex. How do we determine what is excellence...and what is not? What one man holds to be excellent

> another may consider of little consequence. In our efforts to deal with this challenge we find that the values we have developed for ourselves divide us.
>
> How do we resolve these differences? We must, of course, talk about them, so that we may understand what it is we agree about and that, too, about which we disagree and why. That is the democratic way. Full and free discussions ought to be encouraged, for it is the only way to arrive at a democratic decision about public policy in education (Herring, 1975:3).

Draft Bill Echoes Call for Separate Board

The focus on Herring's role as Board chairman and the precipitous struggle with the Legislature over funding contributed to an environment in which the issue was raised once again concerning a separate policy board for the Community College System. By early June a draft bill calling for a separate board of trustees was being circulated among members of the Senate Education Committee, and its backers seemed close to achieving authorization for a study commission ("Keep Community Colleges on Track," N&O 6/8/75:IV,4).

This activity was not only at odds with Herring's expansive authority which had been marshalled during 20 years of service and 18 years as chairman of the State Board of Education, but it also was contrary to State President Fountain's view of what governance could best benefit the System. *The News and Observer* shared that view in an editorial:

> The 57 technical institutes and community colleges in the system have fared well under the State Board of Education and under the system's president, Dr. Ben Fountain.
>
> [They] were created to provide a democracy of educational and job-training opportunities for persons beyond high school age. They have an "open door" policy that excludes no one, and which especially welcomes those who did not complete high school or, if high school graduates, who do not plan to pursue a four-year college program. This mission is much more like that of the public schools than it is different ("Keep Community Colleges on Track," N&O 6/8/75:IV,4).

The commentary went on to say that the overwhelmingly Democratic assembly would be unlikely to extend new appointive powers to a sitting Republican governor. The question, however, had being raised to a new level of discussion, and by having found an informal forum within the State Legislative body it took on an ever-increasing role in impacting change upon the System.

CHAPTER THIRTEEN

FY 1975-76: Further Growth, Fiscal Cuts, Future Plans

A contract extension with the Research Triangle Institute for the preparation of a ten-year strategic plan was retroactively approved in July. It changed a completion date from March 31 to May 31, 1975 (NCSBE minutes, 1975g). The extension was due to a delay in the receipt of a computer tape from the U. S. Bureau of Labor Statistics. The final report was presented to the Board in December of 1975, and prompted the establishment of a committee on the System's future (NCSBE minutes, 1975l).

This concern for the future was spurred by anticipated Department enrollment projections of over 560,000 for the 1975-76 school year: the System was continuing to grow during the economic slump and attendant fiscal cutbacks. The 57 local institutions had expected approximately 500,000 people to sign-up during the 1974-75 school year ("57 Institutions Will Serve 500,000," N&O 8/28/74:3); the actual enrollment nearly reached 526,000, an increase of approximately 126,000 (or 31.5 percent) over the 1973-74 total of 400,000 ("Community Colleges Growing," N&O 9/10/75:3). Thus, in many respects, 1975 was a year which signaled a future of adaptation and change.

Funding Cuts Necessitate Formula Changes

Several funding formula changes were instituted at the July meeting to enable the community college system to operate in a manner consistent with both the General Statutes and with the recent appropriations bill which had been passed by the 1975 General Assembly. The student-teacher ratio was increased from 22:1 to 23:1. Extension fees were increased from $2.00 to $3.00, and out of state tuition from $550 per year to $650 per year. Local institutions were authorized to allow persons over age 65 to attend classes without tuition payment on a space available basis, and the waiver of tuition and registration fees was authorized for training courses involving fire department, volunteer rescue, and life-saving personnel (NCSBE minutes, 1975g).

Interim Racial Duality Report Accepted

At its August meeting the Board accepted a report (see Benfield dissertation) entitled "1975 Semi-Annual Interim Report on the Revised North Carolina State

Plan for the Futher Elimination of Racial Duality in the Post-Secondary Education Systems for the North Carolina Community College System to July 31, 1975" (NCSBE minutes, 1975h). The report was embraced amid threats of aid cutbacks to the University of North Carolina system (see Jenkins dissertation) by the U. S. Department of Health, Education and Welfare ("UNC Is Threatened With Cutoff of Aid," N&O 8/6/75:1). An HEW spokesman had said UNC was being singled out due to unsatisfactory desegregation plans ("UNC Special Target for HEW," N&O 8/7/75:1).

Dr. Charles R. Holloman, the vice president for policy and planning in the Department of Community Colleges, said that North Carolina's system of community colleges had never been segregated the way the universities had once been, and that consequently the Department did not expect similar problems in complying with federal regulations ("Colleges' Compliance Seen Easier," N&O 8/8/75:24). Holloman prepared a five-page report which enabled Governor Holshouser to respond to a July 31 letter from HEW ("Document Prepared for HEW," 1975).

Board Rules of Procedure Adopted

The Committee on Committees reported on September 4, and the Board adopted a wide range of recommendations as rules of procedure:

> The Board would elect a chairman and a vice chairman at its regular meeting in June of each odd numbered year beginning June, 1977.
>
> There would be no voting by proxy, and voting would generally be by voice vote (viva voce) unless a record vote was requested by any member or unless a secret ballot was authorized by the majority of those present (NCSBE minutes, 1975i).

The minutes also reflect several pages of rules including the following: items addressing a quorum; the order of business; the agenda to be considered; the rules of order for debate (including that all motions should be submitted in writing); standing committees (including one with the title Community Colleges and Vocational Education); procedure for committee reports; procedure in the absence of a quorum; notices of public hearings; and alterations, suspension or recision of rules.

Federal Funding Limited for Special Projects

Seven exemplary projects were approved in September for a total of $57,380 — an additional 24 projects targeted for 20 local institutions in the amount of $264,061 were deferred because of lack of federal funds (NCSBE minutes, 1975i). A similar funding shortfall occurred in December when nine special demonstration projects were funded under public law 91-230 (15 percent of the total federal allotment for teacher training required in special demonstration projects) for adult basic — 17 additional applications for projects were not recommended due to the lack of funding (NCSBE minutes, 1975l).

Policy Manual Revisions Suggested

The Policy Committee, with Mrs. Evelyn S. Tyler as chairperson, met on October 1, one day prior to the October 2 Board meeting, to review the policy manual (NCSBE minutes, 1975j). At that time, upon a motion by Chairman Dallas Herring with a second by Mr. Larry M. Harding, the Committee approved the establishment of a position under the controller designed to bring State Board policies into compliance with the Adminstrative Procedures Act. Herring's motion also included the implication that this position would enable further development of working policy manuals. The motion was enacted when the Board convened on October 2, and the Board expressed its appreciation to Mr. Fred Eason for his work in pulling together the various policies and regulations of the State Board.

Also in October action, the Board approved the appointment of Dr. J. Parker Chesson, Jr., (see dissertation) as president of College of The Albemarle, and Mr. Harvey L. Haynes as president of Asheville-Buncombe Technical Institute. Haynes had been serving as acting president since the death of former president Mr. Thomas W. Simpson.

New Standing Committees Established

At the September Board meeting there were reports by the community colleges committee, the finance committee, the policy committee, the building committee, the occupational education committee, and the personnel committee. There was also a report by a committee on committees which led to a change in the rules of procedure (NCSBE minutes, 1975i). Among these changes of procedure was a reorganization of the standing committees. The new standing committees were: finance; policy; personnel; buildings; transportation and support services; public lands; athletics and student relations; community colleges and vocational education; and insurance.

Consequently, starting with the October 2 Board meeting, reports to the Board by the Community College and Vocational Education Committee were broken down into two sections — one concerned items relating to community colleges, and the other concerned items relating to vocational education (NCSBE minutes, 1975j). That is, some Policy Committee action in a Board meeting might concern the Department, so might some action in the Personnel or Finance Committees, but the committee report which itself exclusively assessed activities of the

Department of Community Colleges (including buildings or land or support services) was the Community College and Vocational Education Committee.

The first October action under this committee was to *defer appointment of* a task force to examine occupational education for the disadvantaged and the handicapped. Then the committee's new charman, Mr. R. Barton Hayes, informed the Board that Dr. I. E. Ready, the director of the Department from 1963 through 1970, would cooperate with the Department staff in writing historical information about the System.

Advisory Council Reappointments Made

Usually a committee report would be presented in its entirety to the Board, then it would be voted on and all of the items would be passed at once. This was particularly efficient when the Board had itself been just previously meeting as a committee-of-the-whole.

However, in the October meeting, instead of listening to the balance of the committee report in its entirety before voting upon it, discussion ensued when the subject of Advisory Council appointments was raised. The chair then ruled that items on the Community College and Vocational Education Committee would be voted on individually, a procedural move apparently designed to enable further scrutiny of the following reappointments and appointments to the Community College Advisory Council.

Upon a motion by John M. Reynolds with a second by E. H. Oxendine, the Board approved certain reappointments for three-year terms ending July 1, 1978: Mr. George B. Autry, the executive director of Manpower Development Corporation in Chapel Hill; Dr. John F. Corey, Assistant Vice President of the University of North Carolina at Chapel Hill; Dr. Raymond Dawson, Vice President for Academic Affairs at the Univerity of North Carolina at Chapel Hill; Mr. Gordon Greenwood, Director of Admissions at Montreat-Anderson College in Black Mountain; Dr. Allan Hurlburt, a professor in the School of Education at Duke University in Durham; Mr. John T. Morrisey, Sr., Executive Secretary of the North Carolina Association of County Commissioners in Raleigh; Dr. J. H. Ostwalt, a professor at Davidson College in Davidson; Miss Lucille Bazemore, General Supervisor of Bertie County Board of Education in Windsor; Dr. Frank A. Tolliver, a professor at St. Augustine's College in Raleigh; Dr. Charles J. Law, Jr., Director of Occupational Education for the Department of Public Instruction in Raleigh; Dr. S. Joseph Shaw, Dean of the School of Education at North Carolina Agricultural and Technical State University in Greensboro; Dr. DeField Holmes, Vice Chancellor of Fayetteville State University in Fayetteville; and former Governor Robert W. Scott of Haw River.

Mr. John W. Sledge, President of North Carolina Farm Bureau Federation in Raleigh, was appointed to a three-year term to succeed Mr. B. C. Mangum. Mr.

Arnold Locklear, an attorney in Pembroke County, was appointed to a three-year term succeeding Dr. Major Boyd. The unexpired term of Dr. Harold Delaney was filled by Dr. Yvonne Phillips, Vice Chancellor for Academic Affairs at Western Carolina University.

SBE Resolution Opposes Idea of Separate Board

The Board approved and accepted a position paper entitled "The Community College System and Vocational Education" at its October meeting. It was a response to the Legislature's informal consideration of a separate board of trustees for the Community College System. Its genesis, according to *News and Observer* reporting, was

> the continuing conflict between board Chairman W. Dallas Herring and Superintendent of Public Instruction A. Craig Phillips. The apparent idea was to put Herring and his supporters on the community college board, thus separating them and Phillips ("Board Seeks to Retain Jurisdiction on Schools," N&O 10/2/75:7).

The conflict, which had been brewing for some time, came to a head in early 1975 when Herring conducted a secret investigation into allegations that Phillips's Department of Public Instruction "had juggled statistics to improve a report on the state kindergarten program."

> In a subsequent exchange of heated accusations, Phillips accused Herring of leading a conspiracy to discredit him ("Panels View Proposals On Revamping Schools," N&O 10/11/75:18).

Presumably, the Board's reorganization into committees (rather than continuation of the committee-of-the-whole procedure) during September 1975 was prompted by Lt. Gov. Hunt who responded not only to mounting paperwork but also to "suspicions expressed by some board members about the information supplied to the board by Phillips, who serves as secretary to the board but does not vote" ("Board Seeks to Retain Jurisdiction on Schools," N&O 10/2/75:7).

The policy statement adopted in October set forth four pages of rationale, then concluded with the following remarks:

> For these and other important reasons, we oppose any effort to remove the community college system from the jurisdiction of this board, which initiated the system in the first place and which carefully governed its growth along side the public school ever since.
>
> We commend to the people of North Carolina an accurate and complete understanding of this record and of this committment to their future well being.

> We respectfully suggest to them and all of their leaders that this successful mission deserves their understanding and their support. We commend those who have recognized the importance of mutual support and cooperation between the public schools and the community college system.
>
> The economic advances the State has experienced would not have been possible without such cooperation, and our future progress and education...demands that it be allowed to continue uninterrupted (NCSBE minutes, 1975j).

The statement cited an important role for the System since 1957 both in increasing the number of manufacturing jobs in North Carolina from 470,000 to 814,900 and in reversing the trend of out-migration ("College Funding Clarified," N&O 10/26/75:18). The statement also served as a harbinger of action the Board would take during the coming year to develop an overall statewide policy at the request of the State Advisory Council on Vocational Education, a monitoring and advocacy agency required by the Vocational Education Amendments of 1968 (Latta, 1987:7).

One month later, in its annual report to the State Board of Education, the State Advisory Council on Vocational Education recommended the continuation of its lay advisory committee institute (NCSBE minutes, 1975k).

General Education Policy Statement Approved

At its November 6 meeting the Board authorized the following policy statement on general education to be included in the policy manual:

> Policy number 4.03131—The State Board of Education authorizes the State President to approve general education curriculum programs for institutions in the community college system (NCSBE minutes, 1975k).

Backup material attached to the November minutes includes excerpts from the minutes of the May 1, 1969, Board meeting:

> Upon motion of Dr. Herring, seconded by Mr. Hayes, the Board authorized the Director of the Department of Community Colleges to approve general education curriculum programs for institutions in the community college systems (NCSBE minutes, 1969e).

Board Receives Report on HRD Program

A report to the November Board dated October 29, 1975, was entitled "Human Resources Development Program, a Report to the Community College and Vocational Education Committee of the State Board of Education" (see Summerhill dissertation; Tyndall dissertation). Its introduction states:

> The human resources development program is an intensive and unified effort to recruit, train and place in employment the chronically unemployed and under-employed adults of North Carolina.
>
> The primary objective of HRD training is to help the jobless trainee reorient himself or herself to the world of work through recognition of his or her individual assets and limitations, understanding the effect of his or her behavior on others, familiarization with problem-solving processes, and development of basic academic and communications skills which are prerequisite to obtaining and maintaining employment (NCSBE minutes, 1975k).

In a related matter, the Board approved at its December meeting an extension of an occupational research unit project at the University of North Carolina at Greensboro until April 30, 1976. The study was entitled "An Assessment Procedure to Determine the Effectiveness of Individualized Instruction Approaches in the Technical Institutes and Community Colleges in North Carolina" (NCSBE minutes, 1975l).

Also in December, the Board approved a resolution authorizing the chairman of the Community College and Vocational Education Committee to appoint a subcommittee to recommend changes in General Statutes 115A-4 to be considered by the General Assembly ("State Policy On In-Plant Training Set," N&O 12/4/75:47). This was to clarify to manufacturing processing plants the appropriate provisions for in-plant skill training by community colleges and technical institutes (NCSBE minutes, 1975l). A June 27 opinion issued by State Auditor Henry L. Bridges saw no legal justification for in-plant training other than for new or expanded industry, and the Board had voted in September to require its approval for every course offered in industrial plants ("Board Boosts Supervision of In-Plant Tech Courses," N&O 9/5/75:10).

Board Calls for a Committee on System's Future

The Board received a final report in December on development planning capabilities for the North Carolina Community College System ("College Growth Blueprint Planned," N&O 12/5/75:16). It was prepared by Mr. Stephen Johnston and Hazel R. Jolley of the Research Triangle Institute, but the Board acknowledged overall project guidance by Dr. Terrance A. Tollefson (see dissertation) and Mr. Marcus Allred (see dissertation) of the Department. Tollefson was Vice President for Planning and Coordination.

The report, entitled "Development of North Carolina Community College System Planning Capabilities," contended that the System could more than double its enrollments to 1.1 million students by 1980-81 if enough money and facilities were available ("Institute Study Projects College System Growth," N&O 12/4/75:9). Its contents included an introduction, a 1975-1985 strategic plan, a 1975-1980 operating program, a 1977-1979 model budget request, and a planning model for local institutions — plus the following concluding commentary:

> The research effort conducted by RTI has been designed to assist the Department of Community Colleges and individual institutions within the community college system in their continuing efforts to plan more effectively for the future.
>
> Documents prepared in this series illustrate the potential that exists for community college system involvement in providing educational services to the North Carolina work force and general population, based primarily on manpower requirements in the state and substate regional economies.
>
> The budgetary implications of this potential are derived for the next biennium in the 1977-1979 model budget request, and this document probably best illustrates the challenge facing the system in the years ahead (Research Triangle Institute, 1975).

The Board's response to the the RTI report was to establish its own committee to develop a blueprint for the future of the System. It was a concern which had prompted Lt. Gov. James B. Hunt, Jr., to call for a study commission in a recent Winston-Salem speech before the N. C. Trustees Association of Community Education Institutions, and a concern which Gov. James E. Holshouser, Jr., had noted in calling for a state plan for adult education ("Study Panel Urged On College System," N&O 11/20/75:43). Accordingly, the following resolution was approved:

> Whereas, North Carolina's system of community colleges and technical institutes evolved from studies conducted in the 1950's and early 1960's by Dr. Allan Hurlburt, Dr. Horace Hamilton, Chairman Irving Carlyle, and members of the Governor's Commission on Education Beyond the High School, and others; and
>
> Whereas, these studies of the educational needs and resources of North Carolina pointed up the need for a new educational system beyond the high school but below the baccalaureate degree level and set forth plans for development of such a system; and
>
> Whereas, the system sketched in broad outline in the original studies has now taken form, has proven its worth, and has largely fulfilled the initial recommendations contained in these studies; and
>
> Whereas, a new examination of the system's role in the total educational picture for approximately the next 20 years is now desirable and necessary in order to keep development of the system on a planned course assuring the widest possible use of resources; and

> Whereas, a recently concluded project by the Research Triangle Institute foresees a sizable growth potential for the system during the next several years, demonstrating the need for careful planning for the future;
>
> Now, therefore, be it resolved that the chairman of the State Board of Education appoint a committee to develop a blueprint for the future of the community college system to be recommended to the State Board of Education. This committee shall especially consult with the statutory community college advisory council and the community college and vocational education committee of the State Board of Education in its deliberations (NCSBE minutes, 1975l).

The chairman appointed for that 1975 Commission on the Future was Dr. Edgar J. Boone, head of the Department of Adult and Community College Education at North Carolina State University.

Move to Open Committee Access Defeated

One of the primary sources of authority for the Board chairman was the appointment of members to committees authorized by the Board. Accordingly, any restriction or dilution of that authority would undermine the influence of the chairman. In an apparent continuation of the struggle over Herring's strong and continuing impact upon the Board, a vote was taken in January which would have permitted any member of the Board to sit on any meeting of any committee of the Board with a vote. It was a motion made by Mr. John M. Reynolds with a second by Mr. Richard C. Erwin. It was defeated (NCSBE minutes, 1975l). In a roll call vote the following voted "aye": Mr. Pritchett, Mrs. Strickland, Mr. Erwin, Mr. Reynolds, and Dr. Robinson. The following voted "no": Dr. Herring, Mr. Hayes, Mr. Oxendine, Mrs. Tyler, Mr. Harding, and Lieutenant Governor Hunt.

Miscellaneous Problems Plague the System

On December 4, upon a motion by Mr. Larry M. Harding with a second by Mr. R. Barton Hayes, the Board approved the appointment of Mr. Bruce I. Howell (see dissertation) as president of Sampson Technical Institute effective December 29, 1975 (NCSBE minutes, 1975l). Howell followed Dr. James E. Vann who had been president there since the founding of that local institution in 1965.

Vann and E. M. Hunt of Martin Technical Institute in Williamston had been replaced following audits and local controversies as a series of problems seemed to plague the System in 1975 ("Problems in College System Have Officials Puzzled," N&O 12/8/75:21). In addition to losses from enrollment padding of $31,000 at Sampson, $45,000 at Martin, $40,000 at Bladen Technical Institute in Dublin, and $30,000 at Vance-Granville Technical Institute in Henderson, auditors determined that Beaufort Technical Institute in Washington had expended $182,000 since 1971 retraining crab pickers ("Owners Defend Retraining of Crab Pickers," N&O 11/27/75:53) in what State Auditor Henry Bridges termed "a clearcut violation" of state law ("Use of Funds In Tech Courses Hit in Report," N&O 11/26/75:21).

Newspaper editorials commented, saying that "few agencies of state government have been treated so generously by the Legislature in recent years," and speculated that the Department of Community Colleges "evidently is running a loose operation with regard to some of the industrial training it finances through local technical institutes" ("State Job Training Loosely Run," N&O 11/24/75:4).

Less than half of the 40 technical institutes and 17 community colleges had ever had enrollment audits. Deputy State Auditor John Buchan pointed out that some of the schools had hired bookkeepers who "lacked competence," and that many local boards were subject to local political pressures. State President Fountain observed, "In a new and rapidly growing system, you're bound to get a few who just can't cut it." Board Chairman Herring offered the fact that the problems had been discovered internally as evidence that "the system is working" ("Problems in College System Have Officials Puzzled," N&O 12/8/75:21).

State Accreditations and Reaffirmations Continue

On January 8, 1976, initial state accreditation was extended to Tri-County Technical Institute. Five-year extensions of accreditation were granted to Halifax County Technical Institute and to Robeson Technical Institute. Reaffirmation of accreditation was approved for Cape Fear Technical Institute, Craven Community College, Southwestern Technical Institute, and Caldwell Community College and Technical Institute (NCSBE minutes, 1976a).

Beginning with the Board minutes of January, there is an accompanying Community College and Vocational Education Committee agenda which includes a key to action by the Board on the committee report, a notation of the maker and seconder of each motion, and a tally of votes including any abstensions. These summaries also refer to certain types of requests forthcoming at the next meeting, a provision which allowed for upcoming appointment nominees to be previewed by Board members (NCSBE minutes, 1976a).

Three-Part ABE Report Accepted by Board

In January, the Department's Division of Adult Services presented a report to the Board dated December 4, 1975, entitled "Report Two: The North Carolina State Board of Education on Adult Basic Education" (see Bottoms dissertation; Camp dissertation; Chalmers dissertation; Colquitt-Wilkins dissertation; Fendt dissertation; Jackson dissertation; Killian dissertation; Knox dissertation; Lilley dissertation; Prisk dissertation; D. Williams dissertation).

Funded under the Adult Education Act, Title III, Elementary and Secondary Education Act (PL91-230), North Carolina's portion amounted to $217,222 of the fiscal year 1974-75 budget totals of $1,998,212. The first section of the report stated, in part:

> North Carolina was the first state to submit and have approved a state plan of operation under this law and actually held its first teacher training program on December 17, 1964.
>
> The most significant innovation from the outset was that this Board was the first state board in the nation to place the program's responsibility within an agency which dealt with adults and not public school children. The importance of this is that the Board recognized that even elementary education for adults cannot be conducted in the same manner as elementary education for children.
>
> The program came into being as a response to the recognized need to provide educational opportunities to the millions of adults of this nation who simply could not function at the most basic levels in an automated and technological society (NCSBE minutes, 1976a).

A second section of the report addressed adult secondary education. It covered two related programs — the high school equivalency program and the adult high school diploma program. The equivalency program offered prescribed courses under an agreement of affiliation between a local institution in the system and a local board of education. The high school equivalency program awarded approximately 20,000 GED certificates between 1940 and 1968; the Department of Community Colleges assumed responsibility for this program in 1969, and since then had awarded approximately 70,200 GED certificates. The diploma program involved a five-part examination to acquire a GED certificate. The adult high school diploma program began in 1966, and by the date of this report had graduated approximately 15,000 adults.

A third part of the report assessed staff development from September 1973 through November 1975. It indicated that over 800 ABE instructors had attended one or more of 144 local three-hour workshops. This gave a total of 11,523 participant contact hours of instruction and a duplicated head count of 3,841 participants.

Policy Revisions Comply With Procedures Act

The State Board met in special session on January 22 and approved several revisions recommended by the Policy Committee to achieve compliance with the Administrative Procedures Act (NCSBE minutes, 1976aa). The full contingent of Board members present included Chairman W. D. Herring of Rose Hill, Lieutenant Governor James B. Hunt, Jr., State Treasurer Edwin Gill, John A. Pritchett of Windsor, R. Barton Hayes of Hudson, Prezell R. Robinson of Raleigh, Mildred S. Strickland of Smithfield, Richard R. Manz of Roanoke Rapids, Earl H. Oxendine of Pembroke, Richard C. Erwin of Winston-Salem, Evelyn S. Tyler of Greensboro, Larry M. Harding of Charlotte, and John M. Reynolds of Asheville.

Herring Implies Reduction in Instructional Quality

A statement by Chairman Herring to the State Board at its February 5 meeting addressed the 30 percent increase in community college enrollments in light of the $4.2 million operating budget reduction by the General Assembly (NCSBE minutes, 1976b). He pointed out that the reduction of funding to community colleges allowed for an equivalent increase of tuition grants for students attending private colleges. And he expressed an implied contract between the System and the people who were apparently enrolling because of an economic recession:

> We believe that payments by these unexpected students should be used to pay for their instruction. These payments are not a tax. They are payments for a service to be rendered — a service which should not be watered down any further. If the service for which the students paid cannot be rendered without reduction in quality it seems to me the money should be returned to those who paid for the service.
>
> We make no complaint about the budget reduction or about the fact that the state is unable to provide its usual share of funding for these unexpected students. We ask only that the funds that they paid in for the service be used to provide them the instruction. People who are out of work are learning new trades so they can get jobs. It would be tragic to deny them this opportunity (NCSBE minutes, 1976b).

Herring's statement was addressed to the Community College and Vocational Education Committee. State President Fountain, in later public comments, said that budget restrictions imposed by the last legislative session plus the rising enrollments had forced the system to overload teachers, drop courses, and turn away students ("College System Strained," N&O 2/13/76:11).

Also at the February meeting Dr. Thomas M. Benton, dean of the college at Lenoir Community College, was appointed to the Joint Committee on College Transfer Students for a three-year term replacing Dr. George S. McSwain (NCSBE minutes, 1976b).

Board Supports Cost Reduction Letter From Governor

At the March 4 Board meeting a resolution was adopted relating to spending limitations. Following a March 3 communication from Governor James E. Holshouser, Jr., and the Department of Administration concerning reduction of expenditures, the Board approved the suggestions contained in the letter that state expenditures must be reduced where ever possible for the remainder of the current fiscal year, pledged its full cooperation, and requested a monthly report by the controller if...

> it should become necessary for the Board to take further action which may result in reduction of allocations previously made to the public schools or to community college institutions (NCSBE minutes, 1976c).

A resolution which reflected the Board's reliance upon its controller was a timely coincidence for the March 4 Board meeting, since the agenda included recognition of Contoller A. C. Davis for 40 years of service to the State Board of Education.

A March library report also noted that the total number of books accumulated in the system through January 31, 1976, totaled 924,057. This was one of several regular reports, like the accumulated tally of capital expenditures, which was initiated during the Fountain administration. Another which began in the spring of 1976 was a matrix which indicated the curriculum offering of programs by local institutions. Vertical columns displayed the 57 local institutions. Horizontal columns displayed the respective technical or vocational programs. As of the March Board meeting there were 113 approved technical programs (and 22 new ones) plus 88 vocational programs (NCSBE minutes, 1976c).

Race, Sex Percentages Improve on Accreditation Committee

At the April 1 meeting the Board expanded the Accreditation Screening Committee to 12 members in order to improve the race and gender balance. Mrs. Pearl Lee was appointed to a term ending July 1, 1977, Dr. Lena Mayberry to a term ending July 1, 1978, and Mr. Otto A. Lockee to a term ending July 1, 1979.

Dr. Edgar J. Boone of North Carolina State University and local presidents Craig Allen and Howard Thompson were reappointed to terms expiring July 1, 1978. Local president M. J. McLeod and committee chair Dr. Joe R. Clary were reappointed to terms ending July 1, 1979. Dr. Ben H. Hackney, Jr., and local presidents J. F. Hockaday and Joseph H. Nanney continued to serve in terms expiring July 1, 1977.

Prior to the three new appointments the committee had been comprised of nine white males. The three new appointments added a white female, an Indian male, and a black female. Lt. Gov. James B. Hunt, Jr., tied "the emerging needs of...women (see Gardner dissertation; Goode dissertation; D. Jones dissertation) and blacks" into his March 3 address before the first meeting of the 25-member Community College Study Commission ("Hunt Stresses Minority Needs To Educators," N&O 3/4/76:12).

The most recent Board action which directly affected the Accreditation Screening Committee was action taken during December 1975 to embrace a report entitled "Standards in Evaluative Criteria" (NCSBE minutes, 1975l). That report, published by the Department of Community Colleges, is notable further because of its use of the word "comprehensive" as the cover page identifies the "North Carolina Comprehensive Community College System."

Herring-Phillips Split Enters Primary Arena

By the spring of 1976 the disagreements between Board Chairman W. Dallas Herring and State Superintendent A. Craig Phillips had escalated to the point that Herring recruited Rocky Mount Schools Superintendent Ben F. Currin (see dissertation) to run against Phillips in the Democratic primary ("Under the Dome," N&O 3/28/76:2). Currin was also being supported both financially and politically by board members R. Barton Hayes, chairman of the Community Colleges and Vocational Education Committee, and Mrs. Evelyn S. Tyler, an instructor at Technical Institute of Alamance.

During the 1975 session of the State Legislature, Phillips had publicly accused Herring of lobbying against the budget for his Department of Public Instruction in favor of support for the Department of Community Colleges. Consequently, in the spring of 1976, Phillips supporters were spreading the word that the disputes were not over educational issues which impacted upon the public schools, but over issues concerning the community colleges and the technical institutes ("Under the Dome," N&O 3/28/76:2).

The controversy spilled over into the gubernatorial race where Lieutenant Governor James B. Hunt, Jr., initially unopposed when Hargrove "Skipper" Bowles bowed out, was fielding challenges from Edward M. O'Herron of Charlotte, Thomas E. Strickland of Goldsboro, and George M. Wood of Camden. Wood had played a central role in the name change for North Carolina State University.

Hunt linked the growth of the Community College System with his own record as lieutenant governor and as presiding officer of the state senate. He cited expanded enrollments, more programs in adult basic education, broadened curricula, new equipment, and $35 million in capital improvements. When the question of a separate state board (see Oliver dissertation) for the System was raised in an April 29 forum before the N. C. Association of Community Education Institutions, Hunt did not take a position ("Separate Community College Panel Urged," N&O 4/30/76:12). Strickland, O'Herron, and Republican candidates Jacob F. Alexander, David T. Flaherty, and the Rev. Coy C. Privette urged a separate board (see Harper dissertation).

Board Prepares Budget Proposals for Legislature

The Community College and Vocational Education Committee had reviewed its legislative proposals for the upcoming special session of the legislature, and referred the matter to the Finance Committee "without prejudice" at the April meeting (NCSBE minutes, 1976d).

The Finance Committee, upon a motion by Richard C. Erwin with a second by Chairman Herring, approved it as a 1976-77 budget request, modified only by a John M. Reynolds amendment. The amendment deleted a request for a change in the student-teacher ratio from 23:1 to 22:1 which would have required an additional $3,762,796 in the budget. However, when committee action was followed by Board action, the full funding at a 22:1 ratio was recommended for proposal to the legislature.

Other particular items of interest at the April meeting included the following requests to the Legislature: that any budget reductions be at a rate comparable to other agencies; that any salary increases be comparable to other state personnel; that technical institutes be funded on the same formula as community colleges; that excess vocational education funds be distributed according to a plan of the State Board of Education; and that over-realized tuition and extension course fees be distributed according to a formula determined by the State Board of Education.

The April 1976 tally of library books totaled 931,834. The accumulated tally of capital funds expended or obligated was $208,248,674 (NCSBE minutes, 1976d). At the May 6 meeting, Mr. Joseph B. Carter was approved as president of Martin Technical Institute effective June 1, 1976 (NCSBE minutes, 1976e).

Fiscal Management, Instructor Training Approved

At the June 3 Board meeting the controller was requested to reorganize the controller's office to establish a Fiscal Management Division for the Department of Community Colleges to handle all operations dealing with the System at the state level. Positions for an accounting manager and a secretary were authorized to be funded by receipts for vocational education from federal funds for the 1976-77 fiscal year (NCSBE minutes, 1976f).

In other action, instructor training contracts were approved with Appalachian State University, East Carolina University, North Carolina Agricultural and Technical State University at Greensboro, and North Carolina State University at Raleigh during the June 3 Board meeting. This project allowed for credit and non-credit courses, both on campus and off campus. It was considered instrumental in ordering, organizing and maintaining an effective system of adult education staff development (NCSBE minutes, 1976f). Individual grants for the named universities were an outgrowth from a Southern Regional Education Board program established to initiate such services to North Carolina.

Board Declines to Underwrite Local Litigation

Chairman Herring informed the Board at the June 3 meeting that the Community College and Vocational Education Committee had, by virtue of a tie vote, defeated a request from Sandhills Community College for a special allocation of $10,000 to satisfy an out-of-court settlement with an instructor who was discharged on April 4, 1975.

A minority report of the committee, signed by Richard C. Erwin and E. H. Oxendine, recommended that $10,000 less legal expenses be paid from the 1975-76 fiscal year allotment to Sandhills Community College. The minority report was subjected to a vote of the Board and also was defeated by virtue of a tie. Subsequently, upon a motion by State Treasurer Edwin Gill with a second by Mrs. Evelyn S. Tyler, the chairman of the board was empowered to appoint a committee to review the case and recommend action to the Board (NCSBE minutes, 1976f).

State of System Reflected in Open Door Article

A commentary on the back cover of the summer 1976 issue of *The Open Door* may be viewed as an evaluation of the state of the System. It quoted State President Ben E. Fountain, Jr., in 1971:

> More than one-third of the [54] institutions are in makeshift facilities. To fail to provide the financial and other resources to develop the campuses and facilities necessary to further develop the technical institutes and community colleges will be a default on the commitment to our people ("System Makes Progress," 1976).

The article then noted that Fountain had predicted that it would be 10 years before all of the local institutions would have at least the beginnings of permanent campuses. "Now, just five years later," continued the article,

> all 57 technical institutes and community colleges have permanent campuses...made possible by construction monies appropriated by the General Assembly which were matched by local funds ("System Makes Progress," 1976).

It was an evaluation of the Fountain years which he reiterated in later reflection (see Lochra, 1978:91), and with which he has since concurred (Ben E. Fountain, Jr., interview, February 1988).

CHAPTER FOURTEEN

FY 1976-77: Priorities, Policies and Politics

The total capital funds expended or obligated from 1963 through July 1, 1976, amounted to $212,123,928. This consistent construction growth continued even as further operational cutbacks were announced in the biennial budget (NCSBE minutes, 1976h).

Military Base Policy Development Initiated

At the August 5, 1976, meeting the Board considered a request to authorize certain local institutions to offer classes at the Fort Bragg Military Base. This was received as a matter of information, and the Board instructed the Department to develop a policy which would enable institutions to serve military and similar agencies without duplication of effort (NCSBE minutes, 1976h). The local institutions involved were Anson Technical Institute, Beaufort County Technical Institute, Central Carolina Technical Institute, Fayetteville Technical Institute, Johnston Technical Institute, Pamlico Technical Institute, Pitt Technical Institute, and Stanly Technical Institute. On August 26 the Board approved a policy relating to the offering of classes at military bases by more than one institution (NCSBE minutes, 1976hh).

A letter dated November 26, 1976, to Mr. J. D. Porter, assistant controller of the State Board of Education, from Swanson Richards, the president of the North Carolina Association of Public Community College Presidents, said that the recommendation of its *ad hoc* committee on classes being held at military bases had been approved by unanimous vote of the association (NCSBE minutes, 1977b). The provisions of the recommendation, as presented and approved at the February 10, 1977, Board meeting, basically called for the home institution to be responsible for educational classes at military installations.

Biennial Budget Report Reviewed

The 1977-79 biennial budget items attached to the August 5 minutes included the program format, the program plan, the response to trends, and the report of the central committee of the Community College Advisory Council (NCSBE minutes, 1976h).

The report of the central committee was based on a survey of the following groups: N. C. Community College Advisory Council; Executive Committee of the N. C. Trustees Association of Community Education Institutions; N. C. Community College Adult Education Association; N. C. Adult Education Association-Technical Institute and Community College Division; Learning Resources Association (see Clark dissertation; Thompkins dissertation); Student Government Association; and Student Services Association. The budget items reflected a priority ranking order for 1977-79 appropriations requests based on 77 responses to the survey questionnaire sent to all members of these groups.

The first priority was "catch-up" funding based upon General Assembly and State Board of Education approved formulas—funding for 1976-77 had been at 83 percent of those formula values.

The second priority was a return to the student/instructor ratio of 22:1, changed by the 1975 General Assembly and then continued for 1976-77.

The third priority was a cost of living salary increase. According to the National Center for Education Statistics of the U. S Department of Health, Education and Welfare, the 1975-76 national average monthly salary was $1,666. This represented a deterioration of North Carolina's positon in the national average. In 1969-70, teachers in the System were receiving 75.8 percent of the national average. The 1975-76 average monthly salary of $1,137 was only 68.3 percent of the national average (NCSBE minutes, 1976h).

FTE Formula Extended to All Program Types

The definition for "full-time equivalent" student was changed at the August 26 Board meeting. Previously FTE was defined as follows:

> One FTE is defined as 704 student hours. FTE is calculated from the student hours reported on the instructor's end-of-quarter report (NCSBE minutes, 1976hh).

The new wording of the North Carolina Administrative Code was:

> The full-time equivalent student (FTE) is an arbitrary device used to equitably distribute funds to the various institutions within the North Carolina System of Community Colleges and Technical Institutes. Sixteen units of service per week for a single student have traditionally constituted one full-time student in the community college system (NCSBE minutes, 1976hh).

The attendant calculations show that 16 hours per week times 11 weeks in a given quarter equal 176 total hours of instruction. This 176 hours, in turn, was equated with the arbitrary device of one FTE. Henceforth, this formula was used to calculate FTE regardless of program types for the purpose of distribution of funds. A number of other changes were made in the formal rules upon a recommendation by the North Carolina Association of Public Community College Presidents over the signature of its chairman, Swanson Richards.

Nurse Training Reconfirmed, NCSU Funding Renewed

No Board meeting was held in September, but at the October 7 meeting the Board adopted a resolution concerning nursing education which continued its support of two-year associate degree programs for registered nurse training and one-year programs for licensed practical nurse training (NCSBE minutes, 1976j).

The Board also approved the inclusion into the 1977-79 biennium budget request that pre-service and in-service training opportunities for faculty and administrators be restored at North Carolina State University. Board member Dr. Prezell Robinson, the president of St. Augustine's College with predominantly black enrollment, stated his strong support of the program and his hope that ample opportunities would be provided for minority membership in that program. Two months later, at the January 1977 Board meeting, the Board approved a contract with NCSU to conduct five workshops and seminars for the professional improvement of teachers in the area of administrative services. A similar contract for 13 workshops was approved for East Carolina University (NCSBE minutes, 1977a).

In other October action, the finance committee approved a contract with the Office of the Governor for operating a Comprehensive Employment Training Act (CETA) program in the amount of $925,285 beginning October 1, 1976, to be completed by September 30, 1977 (NCSBE minutes, 1976j).

Rural Renaissance Program Initiated

Funds from adult basic education and from vocational education research totaling $77,376 was authorized for the first phase of the North Carolina Rural Renaissance Project at the October Board meeting. These monies were to allow a consortium of ten technical institutes and community colleges, coordinated by Central Piedmont Community College, to develop instructional materials (NCSBE minutes, 1976j).

The project director for Rural Renaissance was William A. McIntosh. The balance of the three-phase project was contingent upon the development of acceptable courses. At the completion of phase one, 57 institutions would have sixty 30-minute modules of audio-visual instruction materials. The utimate intent was to use current technology as a vehicle for transmitting educational and health materials to rural areas of the state by way of television broadcasts (NCSBE minutes, 1976j).

In-Plant Training Draft Bill Approved

At the December 2, 1976, Board meeting, a report was presented from a subcommittee of the Community College and Vocational Education Committee which had been established December 4, 1975. This subcommittee recommended a change in General Statutes 115A-4, and the Board thus approved a draft bill entitled "An Act to Amend Chapter 115A, Section 4 of the North Carolina General Statutes to Provide Regulations for In-plant Training." It was introduced to the legislative process on January 20 by board member Richard C. Erwin, a state representative from Forsyth County, as a measure to forbid "community colleges or technical institute instructors from performing management tasks while supervising their students in privately owned business, industry, agriculture, health occupation, and government agencies" ("Bill Proposed to Regulate College-Industry Training," N&O 1/21/77:12).

A summary report entitled "Training Programs for New and Expanded Industries" showed a total of 36,716 students had been trained in 424 programs at a five-year total cost of $3,676,487 from 1971-72 through 1975-76. An accompanying grouping by standard industrial classification (SIC) code showed that the 424 companies were spread across 17 categories.

Sometime during the month of December, 1976, the State system passed a milestone of one million books in its learning resource centers (see Clark dissertation; Thompkins dissertation): the February 1977 report noted a total accumulated by year-end 1976 as 1,002,621 books (NCSBE minutes, 1977b). It was also announced that as of the end of November $214,164,908 had been expended or obligated for capital funds since the inception of the Department of Community Colleges in 1963.

Rule Change Addresses Local Tenure

A letter to the Board from A. Forrest Waller, chairman of the Lenoir Community College Board of Trustees (see Blizzard dissertation), had made a request to authorize Lenoir to continue a local system of tenure for its employees. This inquiry gave rise to a January 6 emergency rule change by the Board which substituted the words "employment and dismissal" for the word "tenure" in 4C.0305 of the Administrative Procedures Act.

The Board's action was preceded by the transmittal of an opinion letter from Attorney General Rufus L. Edmisten and Special Deputy Attorney General Edwin M. Speas, Jr., to House Speaker Carl J. Stewart, Jr. It stated in part:

> It would appear that the State Board of Education has authority to implement a tenure policy for faculty members within the community college system or delegate such authority to individual community colleges, but that a Board of Trustees of the community college itself does not have such

> authority. It would appear that the authority of boards of trustees in regard to faculty members is limited to the election and employment of faculty members (NCSBE minutes, 1977a).

In other January action, exemplary project funding was approved for three and deferred for ten local institutions. Also, Dr. Isaac B. Southerland was approved as president of Martin Community College effective January 1.

Budget Requests and FTE Drop Prompt Formula Questions

The summary of the expansion budget is included with the January Board minutes (NCSBE minutes, 1977a). General fund operating appropriation requests for the 1977-79 biennium totaled $137,747,436; expansion budget recommendations totaled $21,950,682; expansion budget not recommended totaled $115,796,754. Capital improvement (construction) fund requests for the 1977-79 biennium totaled $26,909,420; there were no expansion budget recommendations; another $26,909,420 was not recommended in the expansion budget. Projected total requirements for operating costs and capital improvements was $171,405,057. Expected receipts were $6,748,201. Accordingly, when General Fund appropriations and Capital Improvement appropriations were summed, the total requested by the expansion budget was $164,656,856.

These budgetary requests were presented in light of year-end reports which showed that, after more than a decade of boom-type expansion, the system was experiencing shrinking student enrollments. The 1975-76 FTE count of 102,451 was expected to drop to 97,000 for 1976-77 ("Community Colleges See Drop in Enrollment," N&O 1/23/77:10).

The Board had changed the FTE formula in November. This combination did not sit well with the General Assembly. According to its research division the formula change

> could result in increased appropriations for the system without a corresponding increase in the number of students ("School Funding To Be Studied," N&O 1/26/77:B,5)).

Members of the Senate Ways and Means Committee and the House Appropriations Committee signaled indications that a major review of state funding for the system would be undertaken during the current session of the State Legislature ("School Funding To Be Studied," N&O 1/26/77:B,5).

PROBE Project Approved to Train Teachers

At the February meeting, several possible amendments to Chapter 115A were presented as a matter of information (NCSBE minutes, 1977b). On March 3 the Board approved project PROBE—"Preparing Regional Occupational Personnel to Better Education." The major purpose of the project was to develop more effective means of training and retraining teachers to meet the current and future demands of business and industry, and to cope with the changing requirements of the teaching profession (NCSBE minutes, 1977c).

The project, slated for running from March 1 through June 30, 1978, carried with it a cost of $155,902 (90 percent was federal funding, 8 percent was state matching funding, and 2 percent was local matching funding). The coordinating agency was the Educational District V Occupational Consortium. High Point Public Schools served as the fiscal agent.

N. C. Ranked Tenth in Federal Allotments

Attached to the March Board minutes is a February 14 memorandum from the director of the Division of Adult Education in the Office of Education of the U. S. Department of Health, Education and Welfare. The letter set forth the amounts of federal allotments for state administration in fiscal years 1977 and 1978. North Carolina was ranked tenth in each instance, preceded in descending order by New York, California, Pennsylvania, Texas, Illinois, Ohio, Michigan, New Jersey, and Florida (NCSBE minutes, 1977c).

Report on Future Shifts System Emphasis

The report of the 31-member study Commission on the Future of the System, chaired by Dr. Edgar J. Boone of the Department of Adult and Community College Education at North Carolina State University, was presented at a public briefing the same day as the March Board meeting. It generally received strong editorial support ("More Quality at Community Colleges," N&O 3/9/77:4) as it called for a shift in emphasis from expansion to improvement in the quality and efficiency of programming:

> While access is still a major goal, the system has developed to the point where it can shift its emphasis to the quality and efficiency of program offerings ("Community College Study: Refine Quality, Efficiency," N&O 3/4/77:31).

The Commission's report, reflecting its domination by local System officials, supported the continuation of the Department of Community Colleges under the jurisdiction of the State Board of Education. This directly conflicted with the report of the legislative study commission headed by Sen. Edward Renfrow which recommended a separate board. The Legislature's interest in a separate board was seen both as a byproduct of and as a solution to the political infighting which accompanied the Herring-Phillips split, a schism which could be traced back two years to disagreements over National Teacher Examinations.

In related action, draft legislation was submitted in mid-March which prohibited members of the General Assembly from serving on the boards of trustees of local institutions in the Community College System ("Curb Sought On Boards' Membership," N&O 3/13/77:4). Editorial response noted that similar bans were not imposed on private colleges and universities, and that the real question was one of ethics and disclosure ("Lawmakers Caught in Many Conflicts," N&O 3/17/77:4).

Chairman Herring Resigns, Green Fills Vacancy

The Rev. C. R. Edwards of Fayetteville was sworn in as a new Board member immediately prior to the April 7 meeting to fill the unexpired term of Richard C. Erwin who resigned.

Vice Chairman John A. Pritchett presided at the meeting which opened with a motion by Larry M. Harding, seconded by R. Barton Hayes, that the Board approve not only the minutes of its March 3 meeting, but the minutes of a special called meeting of March 19. The March 19 minutes are not included in the record.

Immediately following this action, upon a motion by R. Barton Hayes with a second by R. R. Manz, the following resignation letter dated April 5 from Dr. W. D. Herring (see Mayberry dissertation), witnessed by J. A. Porter, Jr., was recorded in the minutes:

> To the State Board of Education: I herewith submit my resignation as chairman of the State Board of Education effective today. With my very best wishes to each of you and to the prospective new members of the Board, I am sincerely yours, Wm. D. Herring (NCSBE minutes, 1977d).

Upon a motion by Hayes with a second by Manz, the resignation was accepted.

Then, upon another motion by Hayes with another second by Manz, the Board approved the appointment of Lieutenant Governor James C. Green as chairman to fill the unexpired term of Dr. Herring. Green had been attending as *ex officio* board member since Febuary 10. James B. Hunt, Jr., the former lieutenant governor, had assumed office as governor in January.

Hunt had notified Herring prior to the April meeting that Herring would not be reappointed to the Board upon the April 30 expiration of his term. Herring timed his surprise resignation, and orchestrated the nomination of Green to fill his vacancy, in an effort to thwart Hunt's plans to name an incoming chairman.

Student Profile Report Completed

A report entitled "Profile of Students in North Carolina Community Colleges and Technical Institutes" was submitted to the Board as an item of information at the April Board meeting (NCSBE minutes, 1977d). It was a summary of research findings under the direction of Dr. Ronald W. Shearon (see dissertation) of the Department of Adult and Community College Education at North Carolina State University. Co-authors were two recent graduate students—Dr. Robert G. Templin, Jr. (see dissertation), an assistant professor at the University of Virginia, and Dr. David E. Daniel (see dissertation), the dean of instruction at Isothermal Community College in Spindale.

The report sampled 10,000 with a 45-item questionnaire to address 15 key questions including: Who are the students enrolling in the North Carolina Community College System? Are they representative of the adult population in North Carolina? How are student profiles changing? Why do they enroll? What do students plan to do when they complete their studies?

The major conclusions were that the System through its local institutions: (1) serves a diverse and nontraditional student population; (2) tends to serve most of the state's population, but only when credit and non-credit students are collectively considered; (3) is moving toward serving a greater cross section of the population with credit programs; (4) represents a major educational social force; (5) needs physical proximity in order to be easily accessible to all; (6) represents a first postsecondary choice by most enrolled students; (7) needs to develop recruitment strategies to inform those influential with students; (8) attracts students motivated by self-improvement and anticipated economic gain; (9) attracts students through location, programs offered, low cost, and quality instruction; (10) enrolls primarily self-sustaining students; (11) attracts students who plan to remain in North Carolina; and (12) serves an increasing proportion of students in technical, vocational, and noncredit programs who plan to continue their education beyond current programs of study (NCSBE minutes, 1977d).

The "typical" student was viewed as either male or female, white, about 28 years old, a resident of North Carolina, married and living at home with spouse and children, and making an income of less than $7,500 per year with a high school diploma or its equivalent ("Community Colleges Aren't Typical," N&O 5/3/77:4).

Statement of Concern Accompanies Budget Priorities

Base budget priorities were approved in April as presented by the Department to the Board. The Board then adopted the following statement to accompany the transmittal of those priorities to the General Assembly:

> The State Board of Education feels that if any adjustments are made in the continuation budget as it was developed, it will affect the total program quality, and that the State Board should have input into any adjustments (NCSBE minutes, 1977d).

This communication was directed to the Joint Base Budget Committee of the 1977 General Assembly. Accordingly, a letter prepared with the signatures of

State President Fountain and Controller A. C. Davis was directed both to State Representative Ben Tison and to State Senator E. Lawrence Davis, respective chairmen of the State House and Senate Base Budget committees.

Lieutenant Governor Green Presides, Dr. Bruton Seated

The State Board of Education met on May 5, chaired by Lieutenant Governor James C. Green, and seated three new members who had been sworn in on the previous day: Dr. H. David Bruton, Ben H. Battle, and John Tart (NCSBE minutes, 1977e).

Dr. David E. Daniel (see dissertation) was confirmed as president of Wilkes Community College effective July 1. Daniel was one of the co-authors of the NCSU student profile study presented to the Board in April. Also, Joseph H. Nanney was approved as president of Haywood Technical Institute effective July 1 (NCSBE minutes, 1977e). Dr. Prezell Robinson used the occasion to call further attention to the fact that in his judgment the Board had not used persistent and friendly persuasion on local boards of trustees to have minority representation in presidential appointments (see Sharrock dissertation).

System Budget and Finance Study Authorized

Upon a motion by R. R. Manz with a second by Evelyn S. Tyler, the Board authorized at the May meeting an immediate study of the general budget and finance control for all the Community College System. It called for a committee to study and report to the Community Colleges and Vocational Education Committee and to the Finance Committee in order to get joint action and a recommendation at the next meeting in June (NCSBE minutes, 1977e).

The Board action came not only in the course of its own ongoing review of the problem, but also in the wake of news reports ("Laxity Cited In Review of Tech Budget," N&O 4/27/77:1; "Tighter Budget Controls Suggested for Colleges," N&O 4/29/77:35) which challenged "aloof governance and lax fiscal policies...elitism and arrogance" at Wake Technical Institute under President Robert LeMay and used that situation as a springboard to question practices at the remaining 56 institutions

> funded and operated under the same flexible state laws as is Wake Tech ("Tech Institutes Need Reform," N&O 4/24/77:4).

The furor was legitimated when State Auditor Henry E. Bridges cited Wake Tech ("Tech Spending Open for Review," N&O 4/27/77:4) along with a shopping list of other questionable spending practices at Central Piedmont Community College in Charlotte, Sandhills Community College in Pinehurst, Guilford Technical Institute, Fayetteville Technical Institute, Anson Technical Institute, Piedmont Technical Institute in Roxboro, and College of The Albemarle in Elizabeth City ("Questionable Funds Practices Cited," N&O 4/27/77:6).

Bruton Named Board Chairman

In the final action of the May Board meeting, Lieutenant Governor James C. Green declared the floor open for nominations for chairman of the State Board of Education. Upon a motion by State Treasurer Harlan Boyles with a second by Dr. John Tart, the name of new appointee Dr. H. David Bruton of Southern Pines was placed in nomination. R. Barton Hayes moved and John A. Pritchett seconded a motion to close nominations. Dr. Prezell Robinson made a motion, seconded by Earl Oxendine, that the election be by acclamation. The motion passed.

The names of John A. Pritchett and Richard R. Manz were placed in nomination for the position of vice chairman. Ben H. Battle nominated Pritchett. Larry M. Harding nominated Manz, in spite of an effort by C. R. Edwards to close nominations. Hayes and Harding then called for a secret ballot, while Edwards offered a substitute motion that the vote be on record. In a show of hands there was an eight to three decision in favor of a secret ballot. The tally showed four votes for Pritchett and nine votes for Manz. Lieutenant Governor Green, seconded by Dr. Battle, moved for election of Manz by acclamation.

New Chairman Bruton immediately named a committee, chaired by R. Barton Hayes, to seek suitable means of recognizing the contribution to the State Board of Education by its former chairman, Dr. W. Dallas Herring. Pritchett and Robinson were also named to that committee. Bruton then solicited the assistance of the Board members as he began his service as chairman.

Separate Board Bill Introduced

Within a week of the May Board meeting State Senator Robert W. Wynne, Jr., of Wake County introduced legislation to create a State Board of Community Colleges and Technical Institutes which, he said, would allow the state to have better control of both policy and spending within the System ("New Oversight Sought For Community Schools," N&O 5/10/77:18).

As chairman of the Senate Education Committee Wynn had recently held hearings on the funding practices of the System ("Under the Dome," 5/6/77:18). Wake Technical Institute President Robert W. LeMay, Jr., simultaneously under press scrutiny for fiscal practices, used that forum to call for a two-thirds reduction of staff in the Department of Community Colleges and to endorse the proposed bill ("LeMay: Cut System's Staff," N&O 5/18/77:27).

State Representative John Tart, a member of the Board, responded to those sentiments in a public statement that the System was "more right than wrong," and observed:

> Politics is rearing its ugly head in the current situation. Politicians seem to be manipulating the community college system—and to some extent, the public school system—for their own political gain ("Community Colleges Seen on Course," N&O 5/22/77:IV,5).

Governor James B. Hunt, Jr., urged the state to exert stronger controls over the System's fiscal activities and called for more involvement on the part of the Department of Community Colleges in "assuring that state policies and good fiscal policies are followed," but placed the ultimate responsibility with each individual school's board of trustees ("Technical School Control Is Urged," N&O 5/12/77:37). Hunt stopped short of making specific recommendations, but *The News and Observer* joined with the 31-member commission on the future in saying that the creation of a new board would not necessarily achieve the objectives which were sought ("New College Board Not Needed," N&O 5/11/77:4).

Community College Review Publication Continued

An agreement between the Board and North Carolina State University's Department of Adult and Community College Education was authorized at the June 2 meeting (NCSBE minutes, 1977f). It continued funding for *Community College Review*, a publication for the purpose of disseminating (1) occupational education research, (2) adult basic education research, and (3) community college and technical institute information. The agreement covered the period from July 1, 1977, through June 30, 1978, with $47,142 to be provided on a pro rata basis from occupational research funds (40 percent), adult education funds (20 percent), and state funds (40 percent). The agreement states that the journal should:

> provide a forum for in-depth discussion of current and emerging issues in community college education; apply research findings to the solution of problems related to community college education; disseminate the results of critical thinking and research findings to practitioners and others who are interested in the field of community college education; and serve as a means for further developing the field of community college education as a profession (NCSBE minutes, 1977f)

The publication was to be comprehensive in content—to report on occupational education research findings, adult basic education topics, and other aspects of institutions of the comprehensive community college type. This would include information about services in the general categories of vocational and technical education, adult and community service education, and college transfer education.

The NCSU department was further charged to contract with a professional firm for the printing, promotion and distribution of four quarterly issues with a minimum of 48 pages printed in at least 2500 copies. The staff was to include an editor, managing editor, research assistant, and secretary who would be members of the Department of Adult and Community College Education and appointed by the head of that department.

Students March Against Proposed Tuition Hike

More than 300 students and faculty members marched on the Legislature May 24 in opposition to proposed tuition increases. Escorted by the police in pouring rain, the demonstration moved from Peace College with shouts of "full funding" and "no cuts in funding" ("Over 300 Students Protest Proposed Tuition Hikes," N&O 5/25/77:19).

They were responding to a May 23 Senate appropriations subcommittee recommendation of an average tuition hike of about $9 per year (about 9 percent) and an earlier House-Senate Base Budget Committee recommendation of a hike of more than 50 percent from $132 to $204.

The demonstrators did not go inside to speak to legislators, but were observed by a small group which gathered on the portico of the Legislative Building. State Representative Thomas O. Gilmore was the only one to respond to the students, saying he was "strongly opposed to any increase in tuition" and that they should "keep up the good work" ("Over 300 Students Protest Proposed Tuition Hikes," N&O 5/25/77:19).

Limitations Placed on Off-Campus Degrees

Attached to the June Board minutes is a copy of a letter dated March 24 from Raymond H. Dawson, Vice President of Academic Affairs for the General Administration of the University of North Carolina, to members of the UNC Board of Governors (NCSBE minutes, 1977f). It notes that off-campus graduate degree programs offered by out-of-state institutions are subject to the licensing authority of the UNC Board of Governors.

The letter addressed circumstances under which a degree earned from such an institution should be recognized by the University of North Carolina, or any of its constituent institutions, when relating to an employee. It directly affected situations where such degrees were being used to obtain salary increases. The letter outlined a recommendation, to be effective immediately, which was subsequently approved by the UNC Board at its April 8 meeting:

> Effective immediately, no degree conferred by an educational institution required by law to be licensed by the State of North Carolina shall be recognized by the University of North Carolina for any purpose unless that institution is so licensed at the time the degree is conferred (NCSBE minutes, 1977f).

Fountain Cites Need for Fiscal Authority

During late May, State President Ben E. Fountain, Jr., responded in a published interview to the May 11 comments by Governor James B Hunt, Jr. Hunt, having served on the State Board during his four years as lieutenant governor, had said that the president of the state's community college system should have

> more involvement in assuring that state policies and good fiscal policies are followed ("Technical School Control is Urged," N&O 5/12/77:37).

The governor should know that the president of the system has no control over fiscal policies, Fountain said—

> Fiscal control rests with those who control the purse strings. I don't see a [local] budget. I don't see a [local] monthly financial report. I don't have any auditors ("Fountain Argues He Lacks Power to Control Schools," 1977).

Financial control over the System had always resided with the Board and its controller. The office of state president was responsible for shaping and advising school programs. Fountain had inherited an established situation when he took over from his predecessor, I. E. Ready, in January of 1971:

> This is what was here when I agreed to come...it was, and is, my responsibility to work with what's here ("Fountain Argues He Lacks Power to Control Schools," 1977).

However, Hunt's comments had prompted other criticism that Fountain should be able to crack the whip over schools in the 57-unit system which defied his authority. Fountain's reaction placed him in the position of arguing the need for more fiscal authority in the position of state president even as he opposed the apparent autonomy which some saw as inherent in the separate board proposal:

> I have studied the issue since 1965. My own personal and professional judgment has been and is consistently that the students and the education system in the state are well served with the present governing board arrangement ("Fountain Argues He Lacks Power to Control Schools," 1977).

Year-End Fiscal Cutbacks Resolved

Questions of budgets, FTE, fiscal responsibility and declining enrollments came to a head for the System in June when Controller A. C. Davis, on behalf of the Board, asked the budget office of the Department of Administation for its monthly allocation. Davis and other budget officers from the Board struggled for two weeks against a cutback of almost $4 million based on declining enrollments ("State Budget Office Agrees To Full Funds for Colleges," N&O 6/17/77:23).

For a while local presidents faced the prospects of having to operate in June with $7.4 million, 70 percent of their "needed" expenses. Agreement came late on June 16 when an additional $3.9 of the needed $11.6 million was authorized, bringing the total up to $11.3 million in "minimum" requirements.

The problem was a basic disagreement over how the System should be funded. Department of Administration officials contended payments should be on a per-student basis; Board of Education officials contended that baseline sums were needed to operate, especially since schools had to make commitments at the beginning of the year ("State Budget Office Agrees To Full Funds for Colleges," N&O 6/17/77:23).

Legislature Questions System Budgeting Methods

As of June 1, capital funds expended or obligated by the Department of Community Colleges since 1963 totaled $220,816,991 (NCSBE minutes, 1977f).

A June 4 memorandum to Board Chairman H. David Bruton from State Senator Edward Renfrow and Representative J. Huskins, co-chairmen of the State Legislature's Education Appropriations Committee, expressed concerns about budgeting methods used in the Community College System. The memo said, in part:

> We recommend that the State Board of Education review the entire budgeting process for the community colleges and technical institutes giving consideration to the indicated items.

The committee further directed the State Board to implement measures for collecting the data necessary to determining full-time equivalent enrollments based on tuition receipts, saying:

> The Board will continue to use the current method of determing FTE for budget purposes but shall provide to the appropriations committee in 1978 and 1979 data comparing the two methods of determing FTE (NCSBE minutes, 1977g)

Copies of the letter were sent to the chairman of the Community College and Vocational Education Committee, to the State Board of Education, to the state president of the Department of Community Colleges, to the controller of the State Board, and to the director of the Commmunity College Fiscal Management Division of the Department (NCSBE minutes, 1977g).

CHAPTER FIFTEEN

FY 1977-78: A New Chair, A Changed Board

New assignments of committee chairmen, a prerogative of the new board chairman, were reflected by reports given at the July 7 meeting. There were also some modifications in the titles of the standing committees (NCSBE minutes, 1977g). Dr. Prezell Robinson became chairman of the Policy Committee, Mrs. Evelyn S. Tyler chaired the Personnel Committee, Larry M. Harding chaired of the Vocational Education Committee, Richard R. Manz chaired the Community College Committee, Dr. John Tart chaired the Transportation and Support Services Committee, and John A. Pritchett chaired the Finance Committee.

Fiscal Control Review Proposed

A funding formula study request was sent to the Board by the governor in time for the July 7 meeting in Asheville. Accordingly, the Board heard a presentation by consultants from the firm of Peat, Marwick and Mitchell relating to a proposed study for reviewing and evaluating the policy and financial control responsibilities of the Board (NCSBE minutes, 1977g). The Board then entertained a written proposal for such consultation.

Many local institutions were facing their worst financial crises in years. State President Fountain had even asked the Board to allow colleges to use funds earmarked for new equipment to "retain core faculty and staff" ("Aid Cut Pinches Community Colleges," N&O 7/9/77:19). It was a request which met with some editorial opposition ("Community Colleges Properly Cut," N&O 7/12/77:4; "Reverse College Budget Spiral," N&O 7/20/77:4).

Rural Renaissance Enters Second Phase

Phase II funding of $60,400 in federal vocational funds was authorized for the North Carolina Rural Renaissance Project in July. This phase would run through June 30, 1978. The ten members of the related consortium were Surry Community College, Catawba Valley Technical Institute, Guilford Technical Institute, Johnston Technical Institute, Martin Community College, Beaufort County Technical Institute, Caldwell Community College and Techncal Institute, Central Carolina Technical Institute, Wilson County Technical Institute, and Central Piedmont Community College as the coordinating institution (NCSBE minutes, 1977g).

Joel Freeman was approved as acting president of Rowan Technical Institute in July, replacing Merrill Hamilton who retired June 30, 1977. R. Kenneth Melvin was approved as acting president of Richmond Technical Institute replacing Joseph H. Nanney who became president of Haywood Technical Institute. Nanney was also reappointed to the Accreditation Screening Committee for a term ending July 1, 1980, along with Dr. Ben H. Hackney, J. F. Hockaday, and Mrs. Pearl C. Lee.. Accreditation was approved for Johnston Technical Institute and Pamlico Technical Institute, and reaffirmation of accreditation was approved for Fayetteville Technical Institute and Gaston College (NCSBE minutes, 1977g).

Bruton and Herring Address Presidents

Board Chairman H. David Bruton in a Wilmington address to the State Presidents Association said:

> We must end this insane fulltime equivalent student hours (FTE) chase and constant expansion and contraction of our faculties ("Under the Dome," N&O 8/7/77:1).

Bruton also announced that he intended to reactivate the Community College Advisory Council which had been expanded to 150 members but had been inactive in recent years. He also reiterated his support of the abolition of the office of the controller within the Department, shifting its financial function under the control of Superintendent of Public Instruction A. Craig Phillips.

Former Chairman W. Dallas Herring spoke at the same gathering, only months after being ousted by Governor James B. Hunt, Jr., after 22 years in office. Herring attributed some of the System's financial problems to rerouting of funds to private colleges as subsidies. He also noted that the Hunt administration's effort to recruit industry relied heavily on a healthy community college system ("Under the Dome," N&O 8/7/77:1).

New Advisory Council Guidelines Established

The Board adopted a policy concerning the Advisory Council at its August 11 meeting consistent with Chapter 115A-3, C.448, S.23, dated 1963. It stated that a council of at least seven members shall advise the Board on the following matters: institutional programs, linkages and coordination with other educational institutions, personnel, curricula, finance, and articulation. Two council members were to be from the State Board of Higher Education or its professional staff, and two more from faculties or staffs of higher education institutions (NCSBE minutes, 1977h).

Systemwide Status of Off-Campus Degrees Evaluated

As a follow-up to the June report concerning off-campus degrees, a report was made to the Board in August concerning system employees participating in degree programs through Nova University. The report showed a total of 35 such degrees presently held by employees within the system, and 14 more to be awarded by October 1, 1978. There were 52 system employees currently enrolled. External degrees had also been conferred through similar programs upon 21 other employees within the system, with 19 currently enrolled and another 11 to be awarded by October of 1978 (NCSBE minutes, 1977h).

Payback of Shuffled Capital Priorities Requested

At the August Board meeting a resolution was presented from Southwestern Technical Institute concerning its severe funding limitations in anticipation of major construction efforts. It noted that under a prioritization schedule in recent years that Southwestern had borrowed funds not being utilized by other institutions and had repaid such loans in keeping with sound fiscal management. However, the resolution noted, Southwestern had now loaned out its apportionment of funds but was unable to be repaid due to economic and tax structure disadvantages (NCSBE minutes, 1977h). The total of capital funds expended or obligated since 1963 by the System was $220,816,990 as of June 1.

Board Discusses Role in Selection of Local Presidents

Richard R. Manz, the Board's Community College Committee chairman, initiated discussion in September concerning the involvement of the State Board in the selection process of local presidents (see Martin dissertation) and trustees (see Russell dissertation; Winner dissertation) of community colleges (NCSBE minutes, 1977i). The discussion also included the Board's role in the selection of local public school superintendents.

Manz and the Community Colleges Committee also blocked a move by the Department of Community Colleges to relocate into quarters outside of the Education Building. The Department was to move into the YMCA Building on Jones Street in October ("Under the Dome, N&O 9/13/77:1).

New Advisory Council Established

The State Board confirmed Dr. Richard Brownell as president of Rowan Technical Institute at its September 1 meeting. It also approved a 20-member Community College Advisory Council (NCSBE minutes, 1977i). Those named to the three *ex officio* voting positions were J. F. Hockaday, Wallace Gee, and

John Kates. Non-voting *ex officio* members were H. David Bruton and R. R. Manz.

Appointed members for four-year terms were as follows: Dr. Edgar J. Boone, of the Department of Adult and Community College Education at North Carolina State University; Stacy Budd, Board of Trustees Chairman at Central Carolina Technical Institute; Jack Havens, Board of Trustees Chairman at Edgecombe Technical Institute; Jay Huskins, Co-chairman of the Joint Appropriations Subcommittee on Education; Pearl Lee, a faculty member at Technical Institute at Alamance; Billy Mills, of the University Board of Governors; State Senator Edward Renfrow, Co-chairman of the Legislature's Joint Appropriations Subcommitte on Education; and Cleon Thompson, of the University Board of Governors.

Appointed members for two-year terms were: Charles Branford, a member of the Wilson County Technical Institute Board of Trustees; Evelyn Haire, a member of the Craven Community College Board of Trustees; Roberts Jernigan, a member of the General Assembly and chairman of the Roanoke-Chowan Technical Institute Board of Trustees; Ernest Messer, a member of the General Assembly; Stanley Moore, a member of the Western Piedmont Community College Board of Trustees; Conrad Shaw, the business manager at Wilkes Community College; and Maurice Hays (NCSBE minutes, 1977g).

Information Items Include Report on Cutbacks

Information items for the Board in September included "A Fiscal Summary Report of Adult Basic Education, 1976-77, 1977-78." There was also "The Revised North Carolina State Plan for the Further Elimination of Racial Duality and Public Higher Education Systems, Phase II, 1978-1983, Community Colleges and Technical Institutes." And there was "A Condensed Summary of the Curtailment of Programs and Cutback of Community College and Technical Institute Personnel Due to Limited Operations Appropriation for the 1977-78 Fiscal Year" (NCSBE minutes, 1977i).

An August 22 letter from Dr. Gerald B. James, president of Rockingham Community College in Wentworth (the Department's first assistant director) was included in the Cutback Report. It was addressed to Mr. Hugh E. Battle, Jr., Associate Vice President of Institutional Services for the Department, and included the following observations:

> These reductions and constrictions in our program are not the full story. There is a decided question in our community about the qualilty of the college offerings given the reductions we have had to make.
>
> The effect is being felt in the quality of work we are able to accomplish. This is compounded by additional reporting requirements which have been increasing steadily in the past several years.

> We need some relief. The possibility of call-back of funds within the year has caused a festering morale problem which is natural in view of the lack of job security. This may turn out to be as damaging, if not more damaging, than the actual reduction in funds at the beginning of the fiscal year (NCSBE minutes, 1977i).

An August 19 letter, similar in tone, was received by Battle from President Robert E. Paap of Catawba Valley Technical Institute:

> This increased teaching load is going to leave a bitter taste in the mouths of our personnel. The short sightedness of our funding system, the General Assembly, and the governor should not be taken out on them (NCSBE minutes, 1977i).

In a letter dated August 25, President Joseph Mills of Gaston College, noted that a local commitment from the Gaston County Commissioners had helped that institution to weather budget cuts, and he expressed a hope that the following year would be a better one than 1977-78. And a two-page letter from President Swanson Richards of Surry Community College in Dobson outlined a number of cutbacks in progress and anticipated they would be only a beginning if Surry had to return funds at the end of the fall quarter.

Visiting Artist Program Funding Approved

The Board held its October meeting September 29-30, and approved an agreement between the Board and the North Carolina Arts Council for the purpose of receiving federal funds in the amount of $16,665 to support the visiting artist program. An allotment of $3,333 was made to each of five participating local institutions; each in turn would be required to put up an additional $6,667 from institutional funds (NCSBE minutes, 1977ii).

Also, in late September it was announced that Dr. Terrence A. Tollefson would leave his position in the Department as Vice President for Planning and Policy to become the state director for Colorado ("N. C. Official Named to Head Colorado System," N&O 9/29/77:6).

Accreditations and Library Acquisitions Continue

Initial accreditation was approved for Piedmont Technical Institute and for Vance-Granville Community College on November 1. Reaffirmation of accreditation was extended to Martin Community College and to Sampson Technical Institute (NCSBE minutes, 1977k). The library resources report showed a total accumulation of 1,055,166 books through September 30, and R. Kenneth Melvin was approved as president of Richmond Technical Institute effective November 1 (NCSBE minutes, 1977k).

Presidents Association Lauds Department, President

In a letter dated October 19, J. F. Hockaday, chairman of the North Carolina Association of Community College Presidents, expressed appreciation to State President Ben E. Fountain, Jr., for his assistance and the Department's staff assistance relative to on-going revisions of the North Carolina Adminstrative Code.

> I sense a renewed dedication from the presidents in seeing that these policies are executed as the board intends. The fact that we all worked together to generate these policy changes seems to have brought about a feeling of mutual respect and cooperation. I wish, more than ever, that this sort of relationship may continue (NCSBE minutes, 1977k).

Governor James B. Hunt, Jr., joined in praise of Fountain's work saying he had "done a good job" as president of the System, but said he would not get involved in Board controversy over whether to keep Fountain as president ("Hunt Praises Fountain's Work, Steers Clear of Board Dispute," N&O 12/3/77:8).

The News and Observer reported on December 2 that several sources pointed to Board members R. Barton Hayes, Mrs. Evelyn S. Tyler, and Lt. Gov. James C. Green as among those working to replace Fountain, but that Fountain continued to have the support of the majority of the Board and of Chairman H. David Bruton ("College Official Cites Support," N&O 12/4/77:34).

Department Recognized for History Instruction

The American Association for State and Local History voted an award of merit to North Carolina's Department of Community Colleges during its September 25-26 meeting "for the development of an effective program of teaching local history in the North Carolina Community College System." This recognition was noted in an October 24 letter to Dr. Maurice R. Stirewalt, the state coordinator for DCC's local history program, and recognized by the State Board at its December 1 meeting (NCSBE minutes, 1977l).

Fountain Gets Vote of Confidence

There were two State Board of Education meetings in January of 1978. On January 5 State President Ben E. Fountain, Jr., received a vote of confidence aimed at setting to rest the speculation that Fountain would be replaced. The Board voted to

> affirm its position of having no immediate plans to alter the current state leadership in the community college system ("Fountain Gets OK of Board," N&O 1/5/78:52).

In further action on January 5, the Policy Committee, chaired by Dr. Prezell Robinson, recommended that the Board's policy be indexed, codified, printed, and updated in manual form. Also, Dr. N. J. Owens, Sr., was approved as acting president of Guilford Technical Institute effective January 1, and a progress report was presented by Advisory Council chairman Stacy Budd. The Board also discussed 1978-79 expansion budget requests as recommended by a priority ranking of the Advisory Council (NCSBE minutes, 1978a).

Operations Budget Requests Total $153,548,698

At the January 21 meeting, State President Ben E. Fountain, Jr., announced that he was requesting the controller's office to begin counting student enrollments in accord with the Advisory Council's tentative proposal. That meeting was primarily a special session to consider the 1978-79 expansion budget requests both for the community colleges and for the elementary secondary public schools (NCSBE minutes, 1978aa).

An attachment to the February Board minutes indicates that the 1978-79 budget adjustment request concerning appropriations for institutions totaled $153,548,698 for total operating budget, $13,497,207 for total equipment and library books, and $9,243,200 for total capital improvements (NCSBE minutes, 1978b).

The construction report as of January 1 showed a total amount of capital funds expended or obligated since 1963 to be $229,112,952. Of this total, 51 percent was local funds. The state contribution was 22 percent, federal contribution was 19 percent, and vocational-education dollars amounted to 8 percent (NCSBE minutes, 1978b).

A January 16 letter from Dr. E. Michael Latta (see dissertation), the executive director of the State Advisory Council on Vocational Education, informed the Board that State Superintendent Phillips and State President Fountain would be interviewed February 16 on educational television during SACVE's annual FORUM program.

Local Presidents Salary Scale Assessed

There were two meetings of the State Board of Education in March of 1978. On March 2 the Board authorized the dispensation of appropriate credit for administrative experience in determining the salary of presidents at local institutions. It also requested that a comprehensive study be made of the salary schedule of presidents, and that further changes in the present salary pattern be delayed until that study was completed (NCSBE minutes, 1978c). Also, Dr. Sara Montgomery, the coordinator for transfer programs at Western Carolina University, was named to replace Dr. Lena Pearl Mayberry (see dissertation) on the accreditation screening committee for a term which expired on July 1, 1978.

Special Session Deals With Formula

A special session was called March 18 for the purpose of reviewing the proposed community college formula recommended by the Community College Advisory Council ("New Funds Plan is Defeated by Education Board," N&O 3/19/78:VI,2). After considerable discussion of a number of piecemeal motions, the controller was requested to merge into one document the Advisory Council's report and the controller's own appropriation request report. This was to enable a clear comparison.

Chairman Bruton then requested that in every instance where FTE was mentioned that the words "instructional unit" or "IU" be substituted. In addition, the controller was to prepare a policy statement to be sent to the General Assembly along with the Administrative Procedures Act rules for implementation of the formula. The Board then directed that these documents be prepared for the consideration of the Board at its April meeting (NCSBE minutes, 1978cc).

Board's Acceptance of Desegregation Plan Questioned

A special committee reported at the April 4 Board meeting on concerns about the System's desegregation plan approved by the U. S. Department of Health, Education and Welfare (NCSBE minutes, 1978d). Board Member John Tart (see dissertation), president of Johnston Technical Institute, had given his evaluation of the plan by saying, "I think it's a bunch of junk" ("Under the Dome," N&O 4/12/78:1).

The discussion was accompanied by a resolution adopted by the Board of Trustees of Southeastern Community College on March 16 which said that neither the System nor Southeastern had ever "practiced racial discrimination in services or in employment," and that the revised state plan was "inconsistent with the history and philosophy of the North Carolina Community College System and Southeastern Community College"—therefore, it should be rescinded, and "each community college institution be given ample notice and time for any input into any revisions prior to approval" (NCSBE minutes, 1978d).

In other action, Mr. H. D. Moretz was approved as acting president of Western Piedmont Community College, effective upon the departure of President Gordon C. Blank (NCSBE minutes, 1978d).

ABE Training, Area Coordinator Positions Authorized

The Board approved a three-year adult basic education proposal in the amount of $572,142 at the May meeting. It was for personnel training (see Fendt dissertation; Jackson dissertation) at Appalachian State University, East Carolina University, A & T State University, North Carolina State University, Pembroke State University, and Western Carolina University (NCSBE minutes, 1978e).

Several personnel matters were dealt with on June 1, including moving up the appointment of Dr. H. J. Owen, Jr., as president of Guilford Technical Institute from June 1 to May 15. But the most prominent action was a transfer from the field of 63 new positions to the Department of Community Colleges; this involved 41 area coordinators classified as extension education and training specialists, 21 full-time secretaries for those coordinators, and one statewide area coordinator in local history (NCSBE minutes, 1978f).

Fountain Plans Move to Isothermal

State President Ben E. Fountain, Jr., announced at the June meeting that he would assume the presidency of Isothermal Community College in August following Dr. Fred Eason's retirement. The Board approved his pending appointment (NCSBE minutes, 1978f). A May 30 statement issued by officals of the local institution had ended months of speculation that Fountain's job was insecure, but both Fountain and Chairman H. David Bruton said that he was no longer under pressure to leave: "I just felt it was an appropriate time for me to go back to my first love, which is students, books and the campus" ("Fountain to Resign Education Position," N&O 5/30/78:1).

Chairman H. David Bruton read aloud a resolution in Fountain's honor which was adopted unanimously by the Board, and which stated in part:

> Whereas, Ben Fountain was so devoted to his close and gratifying relationship to his students, his teachers and his community that he declined the first call to the presidency of the Department of Community Colleges;
>
> Whereas, in the year 1971, the second call to this expanded opportunity of educational leadership convinced him that as President of the Community College System he would be serving the entire state with its millions of people and its myriad of needs;
>
> Whereas, during his tenure as President he has seen the inadequate and makeshift facilities on most of our campuses replaced by modern buildings...to better meet the demands of the increasing thousands in North Carolina who are waiting to walk through the "Open Door" to a new world of personal fulfillment;
>
> Whereas, Ben's effective leadership is further recognized in the growth of the system, a permanent campus for each school, and Ben's cherished objective to better the adults through the Adult High School Program—having just seen this program issue its diploma to the 100,000th person;

> Be It Resolved, Therefore, that the State Board of Education, having knowledge, as we do, of Ben's vast contribution to Education, expresses to him our sincere appreciation for what he means to us personally, to this Board and to the concept of total education in North Carolina (NCSBE minutes, 1978e).

Bill Considers Contracts for Local Presidents

During the June meeting there was extensive discussion of Senate Bill 888, "An Act to Amend Chapter 115A of the General Statutes so as to Establish Specific Terms of Employment for Presidents of Institutions in the North Carolina Community College System." It was sponsored by Senators Royal, Rauch, Hopkin, Jordan, Henley and Garrison under the short title "Presidents of Community Colleges." The bill proposed to rewrite General Statute 115A-14 by providing for local presidents to be elected, subject to State Board approval, to two-year or four-year terms (NCSBE minutes, 1978f). A *Raleigh Times* editorial on May 22 had commented on the proposed bill, saying:

> It richly deserves to pass. Almost incredibly, there is no legal provision now for state review of community college presidents' contracts, once the first one has been signed. Law, in fact, does not now require presidents in the system to have written contracts at all. It would...give the State Board some power to remove presidents for cause ("What's in SB-888?" RT 5/22/78:4).

HEW Letter Advocates Name Changes for Institutes

The June Board minutes reflect a letter received by State Senator Kenneth Royal from Stanley B. Patterson, the acting director of the Community College Unit of the U. S. Department of Health, Education and Welfare. It was prompted as a response to President John Crumpton of Durham Technical Institute who had asked "how technical institute staffs could overcome prejudicial attitudes often displayed by persons in the process of reviewing community college and technical institute proposals written to request federal funds" (NCSBE minutes, 1978f). Patterson's response was for all institutions to change their names from "technical institutes" to "community colleges":

> The bias in reviewing occurs because technical institutes are traditionally viewed as offering fewer general education/liberal arts courses than community colleges.
>
> This trend of changing the name of the technical institute to community college is clearly a local and state responsibility [rather than national] because of the need to include comprehensive curricular programs.
>
> The change of a name is a local and state board process of assisting the goals of service by the two-year college. When these goals are similar to those

> colleges described as community colleges, a need for changing names becomes a reality of more accurately reflecting the institutional mission (NCSBE minutes, 1978f).

Patterson said his response was based on the knowledge that technical institutes had "in fact become community colleges" as they served the needs of persons in sponsoring communities, and that technical institutes had "broadened their technical programs and include general education/liberal arts curricula to provide service for all individuals needing two years of college education" (NCSBE minutes, 1978f).

Request Submitted for System's 58th Institution

Included with the minutes of the July Board meeting is a request from the Brunswick County Board of Commissioners for the State Department of Community Colleges to consider locating a technical institute in that county. Its eventual approval would bring North Carolina's Community College System to its 1988 level of 58 local units (NCSBE minutes, 1978g).

At the close of the July 1978 meeting Richard R. Manz, the chairman of the Community Colleges Committee, announced that Vice President of Policy and Planning Charles R. Holloman would be in charge of the Department until a new state president was appointed. The Board postponed until its August meeting consideration of the reorganization and functions of the Office of State President.

Capital Funding and Library Acquisitions Noted

A July status report noted that as of May 31 the learning resource centers within the System had accumulated a total of 1,118,788 books (NCSBE minutes, 1978g).

Also, of June 1, 1978, capital funds expended or obligated for the System since 1963 totaled $238,394,117 (NCSBE minutes, 1978g). This was an increase from $78,878,635 in the spring of 1971 when Dr. Ben E. Fountain, Jr., took over as state director (i.e., state president) from Dr. I. E. Ready (NCSBE minutes, 1971g). Of this June 1 amount, 53 percent was local dollars (up from 50 percent in 1971), 21 percent was state dollars (up from 12 percent), seven percent was vocational-education dollars (steady at 7 percent), and 19 percent was federal dollars (down from 31 percent).

Reflections Upon the Man

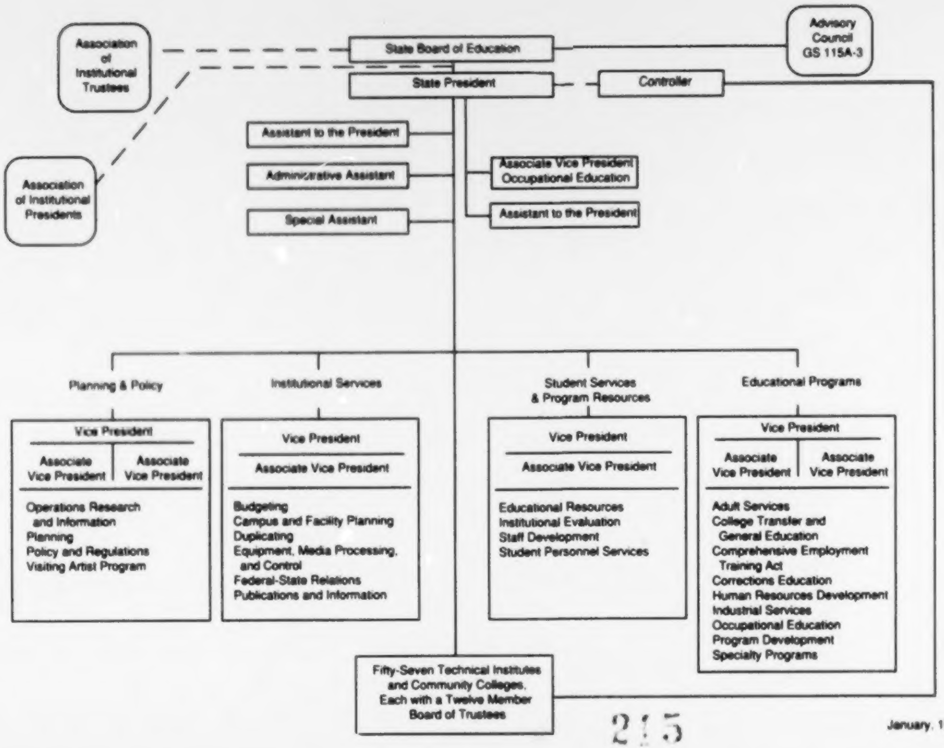
Former State President Fountain was honored as a recipient of the Department's I. E. Ready Award at the System's 25th anniversary banquet on May 17, 1988. Along with Ralph Henderson Scott, Sr., Allan Siple Hurlburt, Alfred Clements

Davis, Kathleen Stallings Orringer, and Carl Horn, Jr., his contributions were memorialized in the accompanying program:

> When the late Dr. I. E. Ready stepped down as the first head of the Department of Community Colleges, a special individual was needed to take his place. An individual who understood the concept of the 'total' community college. An individual with the vision to guide the system through its turbulent period of rapid growth and expansion. North Carolina found that individual when Dr. Benjamin Eagles Fountain, Jr., was chosen to assume the mantle of State President on New Year's Day 1971.
>
> Community colleges and Ben Fountain have been going together for almost as long as there has been a system in North Carolina. From 1964-70, he served as President of Lenoir Community College in Kinston. As State President, Ben Fountain led the system at a time when student enrollments doubled. During his eight-year tenure, state appropriations for current operations more than doubled and construction of permanent campuses for the then 57 institutions was undertaken.
>
> Yet Ben Fountain is remembered for more than buildings and dollars. He is remembered as a man of leadership, totally committed to the system's open-door philosophy. After stepping down from the state presidency, he served as President of Isothermal Community College in Spindale until his retirement in 1985.
>
> Even in retirement Ben Fountain has not lost his love of education. Today he serves as a visiting lecturer in the Department of Adult and Community College Education at North Carolina State University. The State Board of Community Colleges established the I. E. Ready award to recognize individuals who have made long-term, significant contributions to North Carolina's community colleges. The system could have found no better candidate to honor than the second State President of the North Carolina Community Colleges, Dr. Benjamin Eagles Fountain, Jr.

THE HOLLOMAN TRANSITION

1978 to 1979


Association of Institutional Trustees
Association of Institutional Presidents
State Board of Education
Advisory Council GS 115A-3
State President
Controller
Assistant to the President
Administrative Assistant
Special Assistant
Associate Vice President Occupational Education
Assistant to the President
Planning & Policy
Vice President
Associate Vice President
Associate Vice President
Operations Research and Information
Planning
Policy and Regulations
Visiting Artist Program
Institutional Services
Vice President
Associate Vice President
Budgeting
Campus and Facility Planning
Duplicating
Equipment, Media Processing, and Control
Federal-State Relations
Publications and Information
Student Services & Program Resources
Vice President
Associate Vice President
Educational Resources
Institutional Evaluation
Staff Development
Student Personnel Services
Educational Programs
Vice President
Associate Vice President
Associate Vice President
Adult Services
College Transfer and General Education
Comprehensive Employment Training Act
Corrections Education
Human Resources Development
Industrial Services
Occupational Education
Program Development
Specialty Programs
Fifty-Seven Technical Institutes and Community Colleges, Each with a Twelve Member Board of Trustees

January, 1977

CHAPTER SIXTEEN

FY 1978-79: From Old Guard to New Régime

The State Board of Education met on September 7, 1978, and immediately approved a revised job description for the state president. As it turned out, those duties would be performed for the balance of the fiscal year by Dr. Charles R. Holloman as Senior Vice President in Charge. His preference for that title, instead of the frequently used title of Acting President, conveyed continuity of service in his role as Chief Financial Officer and served notice that he was holding the reins of authority in an interim capacity.

The State Board members at this time were Chairman H. David Bruton from Southern Pines; Vice Chairman R. R. Manz from Roanoke Rapids; Ben H. Battle of Cullowhee; Dr. C. R. Edwards of Fayetteville; Larry M. Harding of Charlotte; R. Barton Hayes of Hudson; Earl H. Oxendine of Raeford; Dr. John A. Pritchett of Windsor, Prezell R. Robinson of Raleigh; Dr. John Tart of Smithfield; and Mrs. Evelyn S. Tyler of Greensboro. *Ex officio* members who had been elected statewide were Lieutenant Governor James C. Green, State Treasurer Harlan E. Boyles, and Secretary A. Craig Phillips of the State Department of Public Instruction.

Desegregation Report Presented

An annual report entitled "The Revised North Carolina State Plan for the Further Elimination of Racial Duality in the Public Higher Education Systems, Phase II: 1978-1983" was submitted to the Board at the September meeting. It was dated August 15, 1978. The report contained three major sections: (1) disestablishment of the structure of the dual system; (2) desegregation of student enrollment (see Robinson dissertation); and (3) desegregation of faculty, administrative staffs, non-academic personnel, and governing boards.

Two RTI Reports Authorized

A contract was entered into with the Research Triangle Institute for the purpose of developing a more informed view of the enrollment potentials of the Community College System as they related to economic growth and development in the North Carolina economy. The authorization of $19,750, for the period of the contract through March 15, 1979, was contingent upon the availability of funds (NCSBE minutes, 1971i).

Also attached to the September minutes was a proposal for updating previous research from the Research Triangle Institute. The shortfall of state revenues was resulting in a reduced level of funding for the Community College System, a level significantly below that which was requested for the 1975-1977 biennium. The proposal was addressed to Dr. Marcus D. Allred (see dissertation), the Department's associate vice president for planning and policy. The proposal was for a study to be entitled "North Carolina Community College System Planning Information Update." Its introduction stated, in part:

> In the spring of 1975, the Research Triangle Institute developed a set of planning documents for the North Carolina Department of Community Colleges that indicated a potential for doubled enrollment for the 1974-1980 period.
>
> These projections of enrollment potential were based on 1970 census data and on projections of occupational requirements over the 1970-1985 period.
>
> The projections of occupational requirements were developed with the aid of work force and employment estimates through 1973, which did not reflect the job growth impact of the recent recession and the state's recovery from it (NCSBE minutes, 1978i).

The introduction went on to say that several events had transpired since the initial report in the spring of 1975 (see Tollefson dissertation), and that more data were now available concerning the North Carolina economy. One event was the restructuring of the Community College Advisory Council. Another was the formation of the Community College Study Commission by the Board in December of 1975 (its findings were reported during the first quarter of 1977). Subsequent to the Commission's report, each local institution had been asked to prepare ten-year projections of FTE enrollments in addition to previously required five-year projections.

Disposition of Advance II

The State Board met in Charlotte on October 3 and received a report concerning the *Advance II*, a ship utilized for instructional purposes at Cape Fear Technical Institute. It had become so expensive to maintain and repair that the local institution wished to dispose of it. Since the title was vested with the State Board of Education, the question concerning its disposition was brought before a regular meeting.

At the Department's suggestion a minimum bid would be determined and the ship would be offered to other state agencies prior to being placed in the hands of the state surplus property office. Cape Fear Technical Institute indicated its intent to proceed with the related program utilizing smaller and more modern vessels which it could obtain through federal surplus with minimal cost.

Prison Inmate Program Initiated

A report entitled "A Proposal for a Comprehensive Plan in Corrections Education" was submitted to the Board in October by the Department's Division of Adult Services. It outlined a cooperative effort with the North Carolina Department of Correction, the Employment Security Commission, and the Division of Vocational Rehabilitation (NCSBE minutes, 1978j). The report proposed some major changes based upon the premise that education can aid in the rehabilitation process of prison inmates (see Curry dissertation).

At the November 1 Board meeting Mr. R. R. Manz, chairman of the Community Colleges Committee, reported on the special demonstration project which would be conducted for 42 months at 11 prison units in and around Mecklenburg County (NCSBE minutes, 1978k). It utilized educational opportunities from basic literacy through college work with a heavy emphasis on vocational training. It involved the services of ten local institutions within the system. Funds in the amount of $685,789 had been committed under the Comprehensive Employment Training Act (CETA), and another $1,208,966 was being funneled through President Carter's Rural Laboratory Program.

FTE Projections Revised

Vice President in Charge Charles R. Holloman was authorized by the Board to review, in cooperation with the controller, the FTE projections used in the budget requests pending before the governor and the Legislature's Advisory Budget Commission. The Board wanted to utilize fresh data (following the fall term's 20 percent reporting deadline) to adjust the current FTE to a more realistic figure. This could then be presented to the Department of Administration as a recommendation for the coming biennium budget (NCSBE minutes, 1978k).

Also at the November 1 meeting a presentation was made by Dr. Robert Berlam of the National Association of State Boards of Education. He reported on the services of NASBE in providing technical assistance for identifying issues and in providing experts on policy, codification and clearinghouse activities.

Minority Trends Report Accepted

A publication by the Department's Division of Planning and Policy was presented to the Board on December 7. It was entitled "Upgrading Minorities: Patterns and Trends, 1970 to 1978," and its four sections addressed governance, employment, enrollment, and findings (NCSBE minutes, 1978l).

The re-election of Merton H. Branson as president of Randolph Technical Institute for a term from July 1, 1978, through June 30, 1982, was approved in December. And Dr. Lewis F. Cockerill, Dean of Instruction at Coastal Carolina Community College, was appointed to the Joint Committee on College Transfer Students for a four-year term beginning January 1, 1979, and ending December 31, 1982. Cockerill was designated to replace Dr. Edwin R. Chapman whose term was to expire on December 31.

Name Change Report Presented

At the January 2, 1979, Board meeting R. Barton Hayes announced that a dinner would be held in Raleigh during March to honor former Board Chairman W. Dallas Herring. This announcement was followed closely by Chairman H. David Bruton's announcement that the search committee was close to naming a new president of the Community College System (NCSBE minutes, 1979a).

A report on the study of name changes dated December 7, 1978, was presented to the Board at the January 1979 meeting. It was from the Community College Advisory Council with the recommendation that a name change would "add prestige to the campuses and make it easier for the schools to get federal aid" ("Study Urges Name Change," 1979).

Following a legislative study committee suggestion in November ("Institutes' Futures Are All in a Name," N&O 11/29/78:34), the State Board of Education had requested the Advisory Council to conduct a study of the names "community college" and "technical institute" to determine if all institutions should have the same name. A survey was made of all 57 presidents and trustee chairmen as to whether to make name changes and their preference for any change (NCSBE minutes, 1978l).

James A. Richardson and G. Herman Porter provided departmental staff assistance to a committee composed of W. Stanley Moore, Charles E. Branford, and Sherman Cook. There were returns from 55 presidents and 46 chairmen. The survey findings indicated that:

> Presidents of technical institutes, and their trustee chairmen to a slightly lesser degree, believe there should be a name change. Community college presidents generally were neutral about making any change, while their chairmen to a greater extent agreed there should not be a change (NCSBE minutes, 1979a).

Generally, community college people favored that any name change be by local option while technical institute respondents favored a one-time, statewide change. The recommendation of the committee was as follows:

> Effective no later than January 1, 1980, institutions within the community college system operating as community colleges shall include the term

> "community college" in their name and those operating as technical institutes shall include in their name the term "technical college," provided the Board of trustees of any institution shall have the option of retaining its prior name with a two-thirds majority vote and by notifying the State Board of Education of such action (NCSBE minutes, 1979a).

A *News and Observer* editorial objected to the name change on different grounds, saying that the state did not need 38 new colleges:

> If a technical institute is renamed a technical college, it is logical to expect that, slowly but inexorably, it will come to be a college ("Nix On Cosmetic Name Change," N&O 1/15/79).

Legislation in support of the name change option was subsequently passed by the State Legislature on May 9 ("Technical Institutes Become Technical Colleges," N&O 5/10/79). The name change report shared the spotlight with the submission of a request to establish the 58th local institution in the system, a technical institute in Brunswick County. The action upon that petition was deferred (NCSBE minutes, 1979a).

Blake Named State President

As the search committee for a new state president brought its task to a close, the pool of finalists included former Governor Robert W. Scott, Dr. Larry J. Blake of Fraser Valley College in Chilliwack, British Columbia, and Dr. Eugene Speller, a black community college president from Chicago ("Black Educator Eyed for Post," N&O 1/18/79:16). As Blake's name became the focus of unconfirmed speculation ("Under the Dome," N&O 1/23/79:1), support for Scott was expressed publicly by several legislators ("Scott Gets Backing for College Post," N&O 1/24/79:24) and 26 out of 50 members of the State Senate introduced a resolution which "urged state agencies to hire North Carolinians for top state posts" ("Resolution Propels Scott Candidacy," N&O 1/26/79:1).

Former Republican Governor James E. Holshouser, Jr., joined in the lobbying for the subsequent passage of that resolution designed to back Scott, a Democrat. Lieutenant Governor James C. Green, a Democrat, as presiding officer in the Senate, also supported Scott, along with State Senators W. Craig Lawing of Mecklenberg County, Harold W. Hardison of Lenoir County, and Marshall Rausch of Gaston County.

Latent opposition to Scott came from the sitting governor, Democrat James B. Hunt, Jr. Scott had opposed Hunt in the 1976 gubernatorial primary. Hunt apparently had, on separate occasions months earlier, told both Scott and his influential uncle, State Senator Ralph H. Scott of Alamance, that he would not have objections to Scott seeking the vacant state presidency ("Under the Dome," N&O 1/28/79:17). But Hunt, whose early career had benefitted from an appointment as chairman of the Government Reorganization Committee during the Scott administration, had apparently "underestimated the effort Scott and his allies would make" and Scott's interest in the post: "Hunt has strong political ties to the Scott camp," newspaper coverage pointed out,

> but Hunt administration officials have been cool to the Scott candidacy because, they said, they were concerned about having a former governor in a state post in which he might become a political rival to Hunt ("Senate Panel Backs Scott Candidacy," N&O 1/27/79:9).

Scott was at that time in Washington, D. C., serving as co-chairman of the Appalachian Regional Commission. He had recently been named chairman of the National Commission on College and University Trustee Selection (see Reavis dissertation; Russell dissertation; Sharrock dissertation; and Winner dissertation).

"The bottom line is that the votes are there for Larry Blake," said Board of Education member Larry M. Harding, a sentiment also reflected in the comments of Board Chairman H. David Bruton ("Senate Panel Backs Scott's Candidacy," N&O 1/27/79:9). John Tart (see dissertation) of Goldsboro and R. Barton Hayes of Hudson were among the maximum four or five votes Harding said Scott might receive from the 13-member Board. Several on the Board had been appointed by Governor Hunt, who took a "handsoff policy in the selection" saying:

> The group they set up has searched everywhere they could and has gone through a long and hard process. I have great respect for both the board and the committee and it's their decision to make ("Resolution Propels Scott Candidacy," N&O 1/26/79:B,5).

The State Board met the evening of January 30 in executive session to hear the report of the search committee, just hours after the State Senate passed the "Scott" resolution by a 43-3 vote ("Scott Appears Unlikely to Win College Post," N&O 1/31/79:1). Various standing committee meetings were held on January 31, and then on February 1 the Board met in full session—whereupon the Board approved a motion by R. R. Manz with second by Larry M. Harding to choose Dr. Larry J. Blake as state president of the Department of Community Colleges (NCSBE minutes, 1979b). A secret ballot vote was called for by R. Barton Hayes: the results were ten "yes" votes, two "no" votes, and one abstention. He was to assume the post on July 1 ("Under the Dome," N&O 4/21/79:A,5).

Political Fallout Continues, Salary Challenged

Initial news and editorial coverage focused on the Scott reaction—"Hell, if you're going to be governor, be governor. That means giving some direction on what to do" ("Branchhead Boys Bellow," RT 2/3/79:4)—and on Hunt's political fallout—"It just burns me to a crisp," said State Senator J. J. "Monk" Harrington of Bertie, a powerful Eastern North Carolina politician and strong Hunt supporter ("Hunt Inaction on Scott's Behalf Irks Politicos," N&O 2/3/79:1).

During this period Blake's credentials as a professional educator served him well, even as the maelstrom of state-level power threatened to cloud his tenure as System president: "I'm not naive," he said, "I know there was quite a lot of controversy in the appointment, but I have the confidence of the state board" ("Community Colleges Head Believes in the System," N&O 2/4/79:I,7).

The fight was not yet over. Blake wanted at least the same income as he was already making at Fraser Valley College, approximately $52,490 per year. The position was designated at $41,600 ("Raise Advanced for Community College Chief," N&O 3/2/79:31), but approval for the change would have to come from the governor and the Advisory Budget Commission which was composed mostly of state legislators ("School Job Fight Not Over," RT 2/12/79).

Lieutenant Governor James C. Green, an *ex officio* member of the Board and a supporter of Scott's candidacy, was vocal in opposition to the 26 percent increase ("Raise Advanced for Community College Chief," N&O 3/2/79:31). Nonetheless, at the next regular meeting on February 28 the Board recommended to Governor Hunt that the salary of the new state president be no less than that which he was receiving in his previous position (NCSBE minutes, 1979bb). The recommendation was approved. Blake's salary ranked him 39th on a list of state employees, but third on the list of state agency officials ("Beg Your Pardon," N&O 3/3/79:25).

Beginnings and Benchmarks for Blake Years

The Blake Years began with a total of $245,603,861 in capital funds expended by the Department of Community Colleges from 1963 through January 1, 1979. Twenty-one percent of this, $51,393,761, was an investment on the part of the State of North Carolina. Fifty-four percent, $131,927,692, was from local funds. Federal dollars amounted to 18 percent, and vocational-education dollars amounted to 7 percent (NCSBE minutes, 1979b).

Construction announcements had continued as a part of the regular monthly reports during the Holloman transition, but even before the departure of former State President Ben E. Fountain, Jr., the impetus for systemwide capital expenditures had started to wane. Indeed, funding for the Community College System was in a general state of decline relative to the Public School System and the University System.

The learning resource center materials report through January 1979 (see Thompkins dissertation) showed that at the time Dr. Blake assumed the position of state president the system had a total of 1,137,974 books (NCSBE minutes, 1979bb).

Controversy Follows System Governance Study

The struggle for the agency's presidency somewhat overshadowed passage by the State Senate of a resolution sponsored by W. Craig Lawing of Mecklenberg which called for a 12-member commission to determine the future of governance of the Community College System. The question as posed was whether the System would continue under the present State Board of Education, be placed under the University of North Carolina Board of Governors (see Lassiter dissertation), or come under a new and independent board of trustees ("College Study Bill Gets Nod," RT 2/14/79).

Under the direction of committee chairman State Senator James D. Speed of Franklin County, the testimony gravitated toward approval of a separate board as early as July 1, 1979. A separate board would be in direct opposition to the official position of the State Board of Education. While Governor Hunt softened his objections, several speakers appearing before the Senate committee supported the separate board but advocated a "go-slow" approach. Among them was State Board of Education Chairman H. David Bruton, a Hunt appointee:

> I know we will need a separate board of governors for the community college system down the road, but I think the timing of this bill is atrocious ("Community College Board Debated," N&O 3/16/79).

In one hearing, Bruton's comments in support of a new board upstaged John L. Tart's planned report of the board's position, and Tart angrily pocketed his statement and did not speak ("Under the Dome," N&O 3/30/79:11).

Subcommittee budget hearings in the ongoing session of the legislature also served as a setting for precipitating tension between Board Chairman Bruton and the Department's Senior Vice President in Charge Charles R. Holloman. In a reply to a question from State Representative A. Hartwell Campbell of Wilson County, Bruton said that community colleges needed "good leadership" on the "state level" ("Remarks Nearly Spur Resignation," N&O 2/25/79:1,22). Sitting 15 feet away, the man who was serving as acting president of the Department of Community Colleges had thoughts bordering on resignation, and later told Campbell he thought the remarks were directed at him. State Representative Horton Rountree of Pitt County and some others on the committee thought it might have been meant as criticism of long-departed former president Dr. Ben E. Fountain, Jr. ("N. C. Community Colleges Head Irked by Remark," RT 2/26/79).

58th Local Institution Approved

The request from Brunswick County for consideration of initiating a technical institute was approved at the April 4 meeting (NCSBE minutes, 1978d), and a recommendation was passed along to the Governor and the Advisory Budget

Commission for consideration. Its creation was recommended by a special study committee headed by Dr. I. E. Ready, the former state director (i.e., state president) of the Department of Community Colleges ("Board Urges Building School," N&O 4/5/79).

The Board then approved requests of Pitt Technical Institute (NCSBE minutes, 1979d) and Beaufort County Technical Institute (NCSBE minutes, 1979bb) to add the college transfer program effective July 1, and named a committee to arrange for an expression of appreciation to retiring member R. Barton Hayes (NCSBE minutes, 1978d).

First Female Named Local President

On May 1, upon a motion by John A. Pritchett with a second by Dr. John Tart, Dr. Neill McLeod was approved as president of Martin Community College in Williamston effective May 14. The appointment of Dr. Wilmon H. Droze as president of Western Piedmont Community College was also approved (NCSBE minutes, 1979e). It was noted that Dr. McLeod (see dissertation), the former vice president of instruction and development at Piedmont Technical Institute in Roxboro ("Raleigh Native to Head College," RT 5/5/79), was the first woman to serve as a president of a community college in North Carolina ("Woman May Head College," N&O 4/30/79:6). She was congratulated by the Board upon this honor. Dr. Prezell Robinson used the opportunity to urge that the next community college president be "of a minority race."

Two reports were received and approved at the May meeting. One from the Division of Adult Services entitled "North Carolina Three Year Plan for Adult Basic Education, Fiscal Years 1979-80, 1980-81, 1981-82." And another entitled "The Adult Basic Education University Consortium Report, 1978-79" showing participants as Appalachian State University, East Carolina University, North Carolina A & T University, North Carolina State University, Pembroke State University, and Western Carolina University.

Board Resolution Passed Opposing Mills-Holt Bill

The Board unanimously passed a resolution at its May meeting in opposition to a bill in the State Legislature (see Vann dissertation; Wilson dissertation) which would remove the Community College System from its jurisdiction and create a new board (NCSBE minutes, 1979e).

Identical versions of a bill drafted by the N. C. Trustees Association (see Reavis dissertation; Russell dissertation; Sharrock dissertation; Winner dissertation) had been introduced in the State Legislature by Senator William D. "Billy" Mills of Onslow County and Representative Bertha Holt of Alamance County. This was done under the direction of President Wallace W. Gee of the Trustees Association in an effort to stem the perceived erosion of local autonomy. The action brought to a boil the discussion over the System's future governance.

The proposed legislation "shifts all the authority to the trustees," said Senior Vice President in Charge Charles R. Holloman:

> I think the state cannot afford a union in which all the members have seceded...it would cease to be a system" ("Bill Would Alter College Control," N&O 4/15/79:1,22).

The Mills-Holt bill cleared its first major hurdle when the Senate Education Committee gave its unanimous approval on April 26 ("Community College Bill Approved by Committee," N&O 4/27/79). The bill provided for a planning committee to be created in July of 1979, a report from that committee in January of 1980, and a 17-member board serving four-year terms to assume the reins of authority in January 1981. Eight appointments would be made by the governor and seven by the legislature, with the lieutenant governor and the state treasurer serving *ex officio* ("Panel OK's New System for Colleges," N&O 4/27/79).

N&O Opposes Bill, Local Leverage

The News and Observer had warned against the pending move toward a separate Board, agreeing in general with the position taken by Dr. Holloman. It had also used the opportunity to renew its stance against college transfer programming:

> Legislation is afoot in the General Assembly that would have the paradoxical effect of setting up a separate board for the state's community college system while lodging most of the power in local boards of trustees. In essence, the new state board's role wouldn't go far beyond lobbying the General Assembly for financial support and dealing with matters of "general policy."
>
> The aim of redirecting the system to an emphasis on employable skills is not to be scoffed at. As former Gov. Terry Sanford said in a recent interview, the community college system may be getting "above its raisin'." But there is no reason the State Board of Education can't do more to clarify the training responsibility of the 57 institutions and discourage the headlong rush to junior college status ("Beware Empire Builders," N&O 4/19/79:4).

However, the N&O rationale differed from those who thought separation from the State Board of Education would diminish the legislative leverage of the Community College System. The editorial voice was at one and the same time concerned that the new board would be successful in competition for funding, and that "more public visibility" of the local institutions would "translate into more tax-dollar leverage and a ballooning of educational roles for the 57 units":

> North Carolina does not need another full-fledged education board that will become an antagonist of both the State Board of Education and the Board of Governors of the University of North Carolina system in the fight for the education dollar.
>
> Even now, some institutions in the University of North Carolina system are criticized as little more than glorified high schools or four-year community colleges ("Unwise Education Split," N&O 4/29/79:IV,4).

Mills-Holt Bill Passes, New Board Authorized

The Board's May 4 resolution against the Mills-Holt bill followed by one day an 8-7 House Rules Committee vote on another bill, this one introduced by Senator W. Craig Lawing of Mecklenberg to create a study commission. Lawing's bill was seen by both Senator Mills and Board Chairman H. David Bruton as placing in jeopardy the Mills-Holt bill which would go ahead and establish a separate board ("Education Panel Hits Colleges Proposal," N&O 5/4/79:33).

Former Governor Robert W. Scott spoke out against the Mills-Holt bill during a Lenoir Rotary Club speech, and also used that forum to oppose any shift of the state's community college system away from its original goal of providing job training for persons unable or unwilling to attend regular colleges:

> There is a school of thought that would like to evolve our present system into a system of junior colleges as a logical step up the ladder of prestige in the structure of post-secondary education. This, my friends, is the wrong road for North Carolina to take, and I urge the governor, and our legislature, and educational leaders to steer away from that primrose path ("Community College Shift Hit," N&O 5/26/79:13).

After languishing in various committees for several weeks, the Mills-Holt bill was sent to the respective legislative bodies by the Senate Appropriations Committee on May 15 ("College Proposal Passed by Panel," N&O 5/16/79:25) and by the House Higher Education Committee on May 22 ("Community Colleges," N&O 5/23/79). It was re-referred to committee by the House ("More Plumbers, Please," RT 5/30/79), but achieved final passage through both chambers on June 7 creating a 19-member (rather than the initially proposed 17) Board of Community Colleges and Technical Institutes which would assume control in January of 1981 ("Community Colleges," N&O 6/10/79).

Board Appointments Made, Bruton Re-Elected

Governor James B. Hunt, Jr., introduced his new Board of Education appointees on June 7, and their oaths of office were administered by Secretary of State Thad Eure. Mrs. Theda H. Moore was named to the position vacated by R. Barton Hayes. John A. Pritchett and Dr. C. R. Edwards were reappointed. Then, upon a motion by John A. Pritchett with a second by Dr. John Tart, the Board re-elected Dr. H. David Bruton as chairman of the State Board of Education; and upon a motion by Harding with a second by Dr. Edwards, the Board elected Dr. Pritchett as vice chairman of the Board (NCSBE minutes, 1979f).

In other action, reports entitled "The Adult High School Program in North Carolina—1978," from the Division of Continuing Education, and "Report on Adult Basic Education University Consortium" were accepted. Also, the Board approved the appointment of James A. Cox as acting president of Wake Technical Institute effective June 30, and approved a retreat for August 10-12 at the Continuing Education Center of Appalachian State University. It would not hold its regular meeting in July (NCSBE minutes, 1979f).

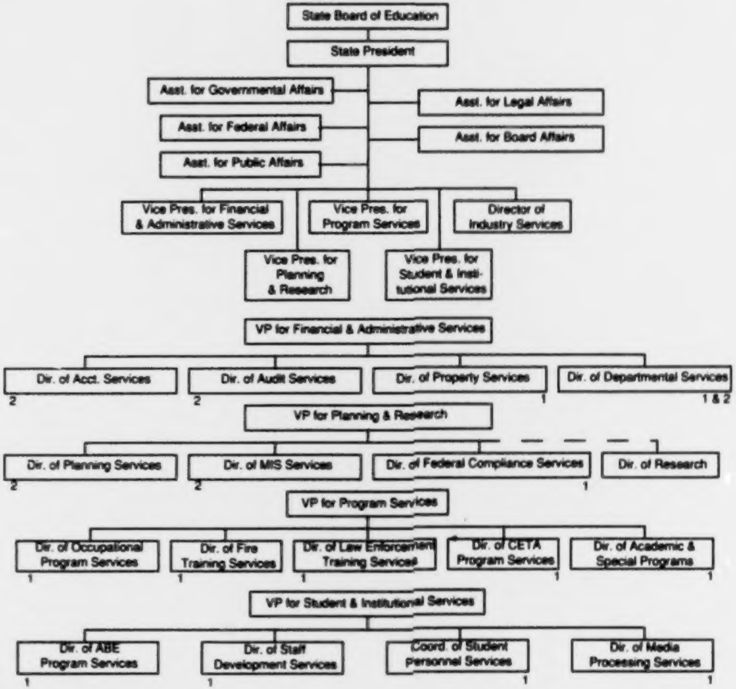
Resolution Thanks Holloman and Staff

A resolution of appreciation was entered into the minutes recognizing Dr. Charles R. Holloman and the staff of the North Carolina Department of Community Colleges. It stated, in part:

> Whereas, the North Carolina State Board of Education acknowledges the trying and difficult days when serious and important adjustments were necessary for the North Carolina Department of Community Colleges, and
>
> Whereas, the Board has observed the personal sacrifice and dedication of Charles R. Holloman; and
>
> Whereas, the entire staff of the Department of Community Colleges has responded in a magnificent way, going far beyond the call of duty, and holding the system together and enabling it to function at a high level of performance; and
>
> Whereas, it is the sense of this Board that through their efforts, effective service has been provided to the State Board of Education, the local institutions, and the citizens of North Carolina.
>
> Now, therefore, Be it resolved that the North Carolina State Board of Education, in official session June 7, 1979, approved this resolution as a tribute to Charles R. Holloman and his staff and that a copy of this resolution be spread upon the minutes of the North Carolina State Board of Education and proclaimed to the citizens of North Carolina (NCSBE minutes, 1979f).

THE BLAKE YEARS

1979 to 1983


State Board of Education
State President
Asst. for Governmental Affairs
Asst. for Federal Affairs
Asst. for Public Affairs
Asst. for Legal Affairs
Asst. for Board Affairs
Vice Pres. for Financial & Administrative Services
Vice Pres. for Program Services
Director of Industry Services
Vice Pres. for Planning & Research
Vice Pres. for Student & Institutional Services
VP for Financial & Administrative Services
Dir. of Acct. Services 2
Dir. of Audit Services 2
Dir. of Property Services 1
Dir. of Departmental Services 1 & 2
VP for Planning & Research
Dir. of Planning Services 2
Dir. of MIS Services 2
Dir. of Federal Compliance Services 1
Dir. of Research
VP for Program Services
Dir. of Occupational Program Services 1
Dir. of Fire Training Services 1
Dir. of Law Enforcement Training Services 1
Dir. of CETA Program Services 1
Dir. of Academic & Special Programs 1
VP for Student & Institutional Services
Dir. of ABE Program Services 1
Dir. of Staff Development Services 1
Coord. of Student personnel Services 1
Dir. of Media Processing Services 1

1= Current Department of Community Colleges function.
2= Current Office of Controller function.

January, 1980

CHAPTER SEVENTEEN

FY 1979-80: Toward a New State Board

State President Larry J. Blake assumed his office on July 7, declared that had he known of the impending change of governance to a new and separate state board it would not have affected his acceptance of the job, noted that he favored the name change option to "technical college" for the System's 37 technical institutes, and reflected upon his plans for changing the System:

> That's what I have to determine in the next few months. One of the major questions I want the Department to answer is what is the appropriate role of the state Department of Community Colleges and what is the appropriate responsibility for the local boards of trustees. Where do you draw the line on when the state department makes a decision and when the local boards decide? ("Community College Chief on Job," RT 7/10/79).

He would effectively use the next 18 months of transition from the State Board of Education to the State Board of Community Colleges and Technical Institutes to restate answers to such questions, enter them into the record, and thereby stamp his imprint upon the machinery of the System. Consequently, that interim period was filled with reconsiderations of essential issues, and the attendant debates continue to have ramifications for today's governance, finance, and planning.

Planning Commission Begins

The 13-member commission created by the Legislature to recommend an orderly transition plan held its initial meeting on July 16 and unanimously chose former Governor Terry Sanford as its chairman. State Sen. William D. "Billy" Mills of Onslow was also unanimously chosen its vice chairman ("Sanford Selected to Head Board," N&O 7/17/79).

Other members included: Stacy Budd, chairman of the Community College Advisory Council; Dr. C. R. Edwards, a Board member from Fayetteville; John L. Sanders, director of the Institute of Government in Chapel Hill; Fred Coe, president of Burroughs-Wellcome Corportion in the Research Triangle; and Fred Turnage, mayor of Rocky Mount.

Gov. James B. Hunt, Jr., addressed the session saying he wanted to assure greater emphasis on vocational education. Said Hunt,

> We have just got to do a better job of vocational training if we are going to attract industry. Let us build a strong state system, keeping that local flexibility ("Sanford Selected to Head Board," N&O 7/17/79:30).

His remarks seemed directed toward the sentiment among many local trustees that they should receive expanded authority under reorganization.

Hunt also emphasized that the state had lost, or nearly lost, major industrial prospects because of lack of skilled workers. It was a theme which he reiterated during the coming months as the state's industrial recruiters were directed to work more closely with the System to see that better training was made available to produce workers needed by industries ("Hunt: Revamp Tech Training," RT 10/4/79:1).

System Role and Mission Questioned

"The System is out of control," said an unchallenged and unidentified member of the Board of Education for dramatic effect during a weekend retreat in August ("Community Colleges Face Critical Exam," N&O 8/19/79:IV,1). Control, curriculum, and size were issues which had been brought to the fore by the selection of a new state president, the creation of a new governing board, and legislative actions to curtail certain programs.

Such questions were the public manifestations of crucial concerns about the role, direction, and quality of the system. Board Chairman H. David Bruton commented:

> I think there has been a general kind of feeling that the role and mission of the community college system has changed somewhat from its original notion. Maybe there is a need to redefine the role and mission of the system ("Community Colleges Face Critical Exam," N&O 8/19/79:IV,1).

A *News and Observer* editorial responded that the state's economic well-being could not be fully realized without a rejuvenation of the Community College System, and that rejuvenation meant "a recapturing of the System's original spirit and mission":

> As a result of a changing chemistry within the system over 15 years, its mission has become diluted.
>
> Thousands of North Carolinians have benefitted mightily from the low-cost, easily accessible education offered by the System. For many, the liberal arts courses have indeed been valuable. But, if the state is to shed its low-wage status, the community college system must reassert its critical role in skills training ("High-Skill Training Lags," N&O 8/26/79:IV,4).

In both instances the public discussion presented an interesting enigma. Blake seemed to be supporting "a need to redefine the role and mission of the system," and pointed toward job skills training as that new focus. *The News and Observer* seemed to be advocating a "recapturing of...original spirit and mission," and identified job skills training as that old focus. In both instances the manifest need for adaptation to a changed economic environment had moved sentiment toward the skills training end of an underlying continuum of curriculum content. Supporters of either rationale sought to restrict the general education side of that continuum, and thereby narrow the scope of the social contract—the "marriage of convenience"—upon which rested founding legislation of 1963.

Immured Curricula Approved

The State Board of Education addressed captive and co-opted groups as a policy issue for the first time in September of 1979 when it approved courses for the fall quarter that were other than substantially occupational (NCSBE minutes, 1979i). This involved interacting with agencies which coordinated correctional facilities, rest and nursing homes, sheltered workshops, rehabilitation centers, mental retardation centers, and military bases. State President Larry J. Blake was supported in his proposal that the courses be studied before final funding ("College Chief Asks Moratorium," N&O 9/6/79:28).

Pending Creation of a New State Board

A background paper prepared by State President Larry J. Blake for presentation at the September Board meeting reviewed legal, policy, management, and fiscal implications for two bills introduced in the North Carolina State Senate (NCSBE minutes, 1979i). Proposed Bill 266 would establish a new state board of Community Colleges and Technical Institutes which would, on January 1, 1981, assume the total governing responsibilities for the System which had been previously vested in the State Board of Education. Bill 722 would establish a Planning Commission to assist in the transition process.

It was clear that the General Assembly intended that there would be no loss of continuity in the transfer of governance, so the background paper suggested that the State Board of Education (SBE) collect its policies in a separate manual and encourage the new Board (SBCC) to adopt those policies in its first meeting.

The statute did not call for any significant changes in the Department of Community Colleges. This implied a need for the two Boards to coordinate management continuity. Also, since the Department would henceforth be administered totally separately from the Public School System, it was suggested that the State Board of Education considering implementing changes in the administration of its fiscal operation such that a transfer could be made to the new Board as a total operational unit (NCSBE minutes, 1979i).

Overview of Governance Responsibilities

State President Larry J. Blake also prepared a background paper on division of state and local governance responsibilities for the September meeting (NCSBE minutes, 1979i). He noted that local Boards had generally "been allowed" an independence consistent with their history, maturity, and willingness to assume it. And he noted that "consistency had existed" in decisions concerning centralized coordination of control for purposes of accountability, restriction of purpose, and commitment to state priorities. Blake outlined four specific conclusions:

> The original mission and goals of the system have not varied appreciably since the establishment in 1963, indicating the depth of vision in its establishment and the broad generalized nature of those goals within which objectives can be modified.
>
> The early establishment of highly centralized organization, evidently recognizing the immaturity of the system in its beginning.
>
> The consistent commitment to a local board of trustees (not advisory board) established as local corporation, however, with varying degrees of responsibility as delegated by the State Board of Education.
>
> The consistent insistence upon state priorities, yet a continued insistence upon the localized nature of the institutions (NCSBE minutes, 1979i).

Blake's rationale upon which his conclusions were based included a review of quotes from the State Constitution, the report of the Hurlburt Commission in 1952, the report of the Carlyle Commission in 1962, and a restatement of the mandated legislation in General Statutes 115D-1.

Blake's Review of Mission and Goals

State President Larry J. Blake's background paper on the division of governance responsibilities also includes the following comment:

> Although mission and goals statements do not have a direct bearing upon governance responsibilities, nevertheless, they do determine the ultimate goals for which the system and the individual institutions strive and, therefore, do influence governance (NCSBE minutes, 1979i).

Blake noted that the State Board of Education had from time to time adopted and revised goals concerning the Community College System. The most recent restatement was from 1970; it generally included the eight goals regularly expressed in the biennial reports which Blake had discontinued (NCSBE minutes, 1979i): (1) "open door"; (2) variety of post-secondary opportunities; (3) pre-service and in-service manpower training; (4) specific training for economic growth; (5) meet adult and community needs; (6) solve community problems; (7) assist individuals in developing social competence, economic competence, and self-fulfillment; and (8) improve through evaluation and study.

To these eight goal statements generated in 1970 by the Department and the State Board, Blake added six more from the Commission on Goals for the North Carolina Community College System as set forth in a report entitled "Total Education: The Duty of the State": (1) accelerate growth through manpower training; (2) access all adults; (3) eliminate adult illiteracy; (4) enhance adult citizenship skills; (5) promote adult cultural renaissance; and (6) use all available human and material resources.

Blake summarized his position on governance: "It is clear that the State Board of Education has full authority to govern and operate the Community College System as well as the institutions of which it is comprised. The local boards of trustees have, in general, only those powers and duties which are delegated to it by the State Board of Education" (NCSBE minutes, 1979i). He concluded his background paper by noting that while the "division of responsibilities between state and local levels" is by law to be determined by the State Board of Education, "the actual implementation of such a process is sometimes perplexing by virtue of its dynamic nature" (NCSBE minutes, 1979i).

Blake's "Level of Responsibility" Survey

As a part of his background paper on division of responsibilities, State President Larry J. Blake noted that at his direction the Department of Community Colleges had surveyed representative groups of individuals within the System ("Blake Takes Unusual Approach," N&O 8/12/79:I,11). This was done to determine attitudes as to where the division of state and local level responsibilities ought to be placed (NCSBE minutes, 1979i).

The survey questionnaire assessed 55 governance decision-making activities. It used an instrument prepared by Fred E. Kiehle of the University of Florida entitled "Proposed Level of Governance Activity." According to September Board minutes the respondents included nine local presidents, six trustees, four advisory committee members, seven senior department staff members, and one State Board of Education member—the survey's findings were based on a total of 27 respondents (NCSBE minutes, 1979i). In a summary of the survey results, Blake noted a high degree of agreement in the comparisons between "what is" and "what should be." He also noted congruence between state and national results, and among the various categories of respondents.

At the next Board meeting in October, Blake presented a follow-up to his background paper and survey. It was an informational report entitled "Recommended Levels of Governance Activities" (NCSBE minutes, 1979j). In it he had designated a typology of three levels: Level #1 identified state-agency authority "with consultation"; Level #2 identified local decision-making authority "with state guidelines"; Level #3 was identified entirely as local decision-making. He included "recommendations" which designated corresponding levels for 50 specific activities (in such areas as planning, programs, students, staff, and fiscal management).

Roles of Department Stated

The State Board met on October 2 to discuss the state bond issue, on October 3 for committee meetings, and on October 4 in regular session, at which time it approved the election of Dr. Robert M. Howard as president of Gaston College effective August 27, 1979 (NCSBE minutes, 1979j). It was also announced that trustees at two technical institutes had approved name changes and they would henceforth be known as Catawba Valley Technical College and Haywood Technical College.

The State Board received a "role statement" concerning the Department of Community Colleges from State President Larry J. Blake at its October meeting. Blake recommended limiting the role of the Department to being solely an administrative agency of the Board unless specifically directed otherwise by the Board or by the State Legislature (NCSBE minutes, 1979j). The implication was that the Department, or its president, should not espouse or initiate policy.

Under the area of planning Blake would include master planning for the System (see Allred dissertation; Blake dissertation; Tollefson dissertation); under the fiscal area the Department's role would be to acquire sufficient funding to fulfill the mission, goals, and objectives of the system; under the program area the Department's role was seen as encouraging programs and services which met state priorities; and under the area of services the Department would provide consultation services which institutions could not individually or collectively provide themselves.

Vo-Ed Construction Report Adopted

A report entitled "The Effective Use of Federal Vocational Education Funds for Community College Construction" which had been adopted by the State Advisory Council on Vocational Education in May of 1979 was presented to the Board at its October meeting (NCSBE minutes, 1979j).

Appendix B of the report notes that $220,816,991 was invested in capital expenditures from the beginning of the System in 1963 through June 1, 1977. Federal vocational education expenditures amounted to 8 percent, other federal dollars totaled 18 percent, local dollars amounted to 52 percent, and the State of North Carolina's portion amounted to 22 percent.

The foreward of the report noted that some readers might tend to see the evaluation in terms of tangible dollar value, but that the Community College

System should be looked at as representing an investment which the State has made to provide opportunities for its people. The concluding remarks stated:

> The findings of this study indicate that federal vocational education funds made a substantial contribution to the development of the Community College System and to its ability to provide training to the people of North Carolina (NCSBE minutes, 1979j).

Herring Critiques Reorganization, Narrow Focus

W. Dallas Herring, former chairman of the State Board of Education, responded to changes underway in the Community College System during an October 17 speech at James Sprunt Institute in Kenansville: "You have asked me this question," began Herring,

> How well does our higher education system prepare people for a changing society? The answer is that it prepares some people for some roles very well indeed: it prepares others in a more or less satisfactory way: and many people not at all.
>
> We have a good philosophy of education in North Carolina. [Herring is alluding here to his masterfully expressed view of "total education."] The trouble is we have never quite lived up to it or put it entirely into practice ("Community Colleges are Under Fire," N&O 10/28/79:IV,5).

Herring also refers to certain specific aspects of State President Larry J. Blake's reorganization plans ("Department Shakeup Coming," N&O 10/20/79:1), and he addressed the current atmosphere of public debate as it focused on the job skills training end of the content continuum:

> Dismissal of extension educators, while politically understandable, is not justified educationally except in the view of those who oppose total education.
>
> The most likely result of these attacks is that college level general education programs in the technical institutes, which are operated at the lowest cost of any such program in the state in co-operation with senior institutions, both public and private, will now be abandoned, notwithstanding they save the state more money per student than does any similar program anywhere. I hope it is not because they reach the otherwise un-reached, for this is a duty which the state owes to no man, if it does not owe it to all men...("Community Colleges are Under Fire," N&O 10/28/79:IV,5).

Reorganization Plan Stirs Opposition

State President Larry J. Blake's plan to reorganize the Department of Community Colleges received unanimous endorsement from the reorganized

Community College Committee one day before the November meeting. The Department shakeup would eliminate seven associate vice presidents, half of an area coordinator program (which set up regional courses in such fields as hotel and restaurant management), eliminate the accreditation program, abolish the educational resources section, and reduce the public information services section by shifting its function to a new vice president for public affairs.

Many staff members were clearly surprised by the number of cutbacks, virtually 25 percent of 205 employees in the Department ("Bureaucratic Miracle," DS 11/18/79:5). Board member Evelyn S. Tyler's employment as area coordinator for teacher education programs at Guilford Technical Institute was among those targeted. And Board member Ben Battle, brother of soon-to-be-axed vice president Hugh Battle, Jr., said:

> I just don't believe in suddenly just firing 50 people like this. We have a group of people who have served the state of North Carolina well ("Colleges Reorganization Plan Unveiled," N&O 11/1/79:1).

Battle charged that Blake was acting hastily in eliminating the area coordinator program, that he had not really taken the time to study that need.

He was joined in vocal opposition to the cuts in the area coordinator program by T. Jerry Williams, executive vice-president of the N. C. Restaurant Association. "I'm very upset and disappointed," said Williams:

> We are concerned that Dr. Blake got some misinformation on which to base his decision. If we lose the coordinators, then we're not going to have much hospitality training in this state. We're trying to save an industry that has a high mortality rate. We hire a lot of people in high unemployment areas and give people a productive place in society ("Layoff Plans Worry Restaurant Group," RT 11/1/79).

Biennium Goal Statement Presented

State President Blake prepared and presented to the November Board meeting a report entitled "Goals, Purposes and Objectives of the Community Colleges System Presented to the Division of State Budget and Management for the 1981-83 Biennium" (NCSBE minutes, 1979k). In a succinct one-line summary the introductory paragraph stated:

> The goal of the community college system is to extend universal educational opportunities beyond the public school system (NCSBE minutes, 1979k).

The balance of the report served to define the parameters of the Department's divisions. The introductory goal statement was followed by seven specific objectives:

(1) to expand educational opportunities from the first grade through beyond high school for those who would not otherwise continue their education;

(2) to provide low cost and accessible education opportunities for high school graduates, non-high school graduates, and adults;
(3) to provide the first two years of regular college studies for a transfer program;
(4) to provide technical programs for preparing students for jobs in industry, agriculture, business, government, and service occupations;
(5) to provide vocational preparation for jobs requiring various levels of ability and skill;
(6) to provide occupational education programs for employed adults who need training or retraining; and
(7) to provide courses which meet the general needs of the people of the community.

It was further noted that the state president's office provided direction and supervision for the staff of the Department which, in turn, assisted local institutions "in providing educational programs of high quality, in preparing and administering local budgets, in developing curricula and educational materials, in developing long-range plans, in planning new facilities, in providing an optimal program of student services, in formulating desegregation and affirmative action plans, in maintaining and purchasing equipment, in acquiring library books, and in developing public service and public information activities." The stated purpose for the office of state president was:

> To organize and manage the Department of Community Colleges and provide coordination and leadership for the 58 local institutions in accordance with GS 115-D and policies, regulations, and instructions of the State Board of Education (NCSBE minutes, 1979k).

The stated purpose for the Division of Planning and Policy was: "To provide state-level administration in the development, interpretation, and implementation of plans and policies of the State Board of Education, and to provide assistance to institutions in developing and implementing planning procedures for institutional long-range plans, affirmative action, sex equity and handicapped, and desegregation reports" (NCSBE minutes, 1979k). This division also handled the planning and coordination of occupational research.

The stated purpose for the Division of Institutional Services was to provide services to the institutions within the System in the form of assistance with budget requests, grants and other financial matters, with management, with equipment and its maintenance, with publications and public information, and with library collections and construction. This division also published the North Carolina Community College Biennial Report and provided printing services for the Department.

The stated purpose of the Office of Student Services and Program Resources was: "To provide state level coordination and assistance to institutions in the area of student services, institutional evaluation, staff development, and educational media" (NCSBE minutes, 1979k).

The Office of Educational Programs was to provide state-level leadership and managerial influence in all areas of instruction in order "to assure high quality instructional programs" (NCSBE minutes, 1979k).

Appointments Made to College Transfer Committee

The State Board met to consider specific budget requests on December 11, met in standing committee sessions on December 12, and met in regular monthly session on December 13. Charles A. Boucher was approved as acting president of Nash Technical Institute effective November 19, and Dr. Charles R. Holloman was again recognized by the Board for his outstanding work and dedication while serving as acting president of the Department of Community Colleges (NCSBE minutes, 1979l).

Three December appointments were made to the Joint Committee on College Transfer Students: Dr. Gerald W. Bray, Mr. Clarence E. Biggs, and Dr. Margaret C. Stewart (NCSBE minutes, 1979l). Bray, the dean of administrative services at College of The Albemarle, was given a one-year reappointment in an effort to facilitate staggered terms. Biggs, the dean of student affairs at Martin Community College, was to complete the unexpired term of Dr. Lewis F. Cockerill. Stewart, the dean of the academic division at Gaston College, replaced Dr. Thomas M. Benton.

Other members of the Joint Committee on College Transfer Students were: Spencer E. Durante, of Johnson C. Smith University in Charlotte; Robert R. Chapman of Mars Hill College in Mars Hill; B. Franklin Lowe, Jr., of Chowan College in Murfreesboro; Mary Bland Josey of Meredith College in Raleigh; O. M. Blake of Mayland Technical Institute in Spruce Pine; Anna P. Keller of North Carolina State University in Raleigh; William F. Sheppard of Winston-Salem State University in Winston-Salem; Douglas M. Orr, Jr., of UNC-Charlotte; and Marilyn M. Jody of Western Carolina Univerity in Cullowhee.

The regular members of this advisory committee came from The University of North Carolina, the North Carolina State Board of Education, and the North Carolina Association of Independent Colleges and Universities. *Ex officio* members were Bobby L. Anderson of the Department of Community Colleges in Raleigh, John F. Corey of the University of North Carolina in Chapel Hill, Cecil L. Patterson of North Carolina Central University in Durham, and James Olliver of the North Carolina Association of Independent Colleges and Universities in Raleigh.

Department Reorganization Approved by Board

Upon a motion by Chairman H. David Bruton with a second by Mrs. Norma Turnage the State Board voted almost unanimously in December to approve the recommended reorganization of the Department of Community Colleges. There were two exceptions. Mrs. Evelyn S. Tyler voted against the elimination of area coordinators for hospitality education, and abstained from voting on the elimination of area coordinators for teacher aide programs. Dr. John Tart abstained from voting entirely.

The 11-page memorandum from State President Blake which accompanied the reorganization cited a need precipitated by

> changes in the controlling statutes, governance structure, [and] chief executive leadership, as well as changes in mission and functions (NCSBE minutes, 1979l).

Blake also noted that there had not been a significant reorganization of the Department in recent years, although the System had undergone dynamic change and maturation. His memo continued, saying that the most important aspect of any reorganization was that it be rational and well-defined.

Whatever the organizational rationale, Blake's changes provided the Hunt Administration with the opportunity, through Board appointees and the Department's new state president, to consolidate bureaucratic authority and extend political control. The reorganization, like the forced departure of former Board Chairman W. Dallas Herring and the 12-month interregnum following the voluntary departure of former State President Ben E. Fountain, Jr., thus signaled a break in the continuity of mission direction and organizational culture as set forth during the first sixteen years of the System.

The Legislature had made the shakeup possible when it voted during the spring session to exempt top Departmental officials from the State Personnel Act which provided protection for most state employees ("Under the Dome," N&O 10/20/79:6).

There were five explicitly discontinued functions (NCSBE minutes, 1979l). Third-level management positions of associate vice president were eliminated. State accreditation was eliminated. Public information services, except for those functions which were transferred to the state president's office, were eliminated. The Educational Resources Unit was eliminated, although some functions were transferred. And Special Education was eliminated, except for fire service, law enforcement services, industrial services, and human resources development.

The initial memorandum dated October 24 called for the reassignment of surplus staff and the full implementation of the reorganization plan to begin November 1, 1979, with a target completion date of June 1, 1980 (NCSBE minutes, 1979l). Action had been delayed until after final approval at the

December meeting. Reassignment of vice presidents and assistants was to be carried out immediately, and new divisional staff requirements and directors assignments were scheduled for January 1.

Shakeup Implemented, New Appointees Named

In a memorandum concerning appointments dated December 12, 1979, State President Blake noted that all the newly created directors positions would be filled from within the Department of Community Colleges. Helen B. Dowdy was reappointed as the assistant to the president for Board affairs, Robert Strother was reappointed as assistant to the state president for federal affairs, and Kaye H. Barker was reappointed as assistant to the state president for governmental affairs. This left the positions of assistants to the state president for legal affairs temporarily vacant.

Dr. Marcus D. Allred, a nine-year veteran of the Department who had previously been the top assistant to Dr. Charles R. Holloman, was named acting vice president for planning and research. Dr. Marsellette Morgan Smith was held over as vice president for student and institutional services.

This left two vice presidencies temporarily vacant—financial and administrative services, which was eventually filled by Thomas C. King, Jr., a 17-year veteran of the State Board's controller office; and program services, which was eventually filled by N. James Owens, Jr., president of Guilford Technical Institute ("Blake Assembles Staff," N&O 2/16/80:1).

The memo also effectively served notice to individuals who had previously held the vacated positions. These included former vice presidents J. Reid Parrott, Jr., a long-time associate of former State President Fountain and a supporter of former Gov. Robert W. Scott's bid for the presidency of the Department, and Hugh E. Battle, Jr. ("Department Shakeup Coming," N&O 11/20/79:1), who was replaced by King and reassigned as director of departmental services ("Blake Assembles Staff," N&O 2/16/80:1).

Senior Vice President Charles R. Holloman, 67, had announced his pending retirement the previous spring ("Colleges Reorganization Plan Unveiled," N&O 11/1/79:16). He said his leaving was unrelated to the reorganization:

> I had wanted to retire when I was 65, but they asked me to stay on as head of the system until they could find a replacement for former president Ben E. Fountain, Jr. ("Holloman Retires," N&O 1/1/80).

Holloman had formerly been a college professor, a magazine editor, a practicing attorney, a state budget officer (during the Sanford Administration), and a candidate for Congress. The most noticable change in the System during his tenure, he observed, was its development from 41 local institutions, mostly operating out of abandoned buildings, to adequate facilities at 57 campuses.

Brookings Institute Makes Presentation

Dr. Susan Nelson and Dr. David W. Breneman of the Brookings Institute in Washington, D. C., made a presentation to the Board at the January meeting concerning a national study on community college financing (NCSBE minutes, 1980a). The following year, when their study was published, they concluded that the era of rapid community college growth had ended, that many states were reviewing their financing patterns and formulas in anticipation of declining enrollment, that there was growing tension between

> the evolving educational mission embraced by the colleges and the financing policies endorsed by state officials (Breneman and Nelson, 1981:vii),

> and that local autonomy was being challenged by changes in the financing environment and by those who identified centralization with efficency (Wiggs, 1987:24).

Breneman's January 10 presentation characterized as "nonsense" the public discussion that North Carolina's system of community colleges had been drifting away from its "original" mission of vocational training. He did not address whether vocational training was the System's predominantly "original" mission, but he did say that the System certainly had not drifted away from vocational training. Said Breneman:

> In any kind of national picture, the [North Carolina] system would be on an extreme in the technical and vocational nature ("Educators Agree on Rules Proposal," 1980).

Also in January, a semi-annual construction report noted that $254,356,344 in capital funds had been expended or obligated by the Department of Community Colleges from its origins in 1963 through January 1, 1980. Of this amount, 54 percent was from local funds, 21 percent was from state funds, 7 percent was from federal vocational education funds, and 18 percent was from other federal funds (NCSBE minutes, 1980a).

Vocational Training Role Debate Continues

During the spring of 1980, the ongoing war of words continued over the "definition of the situation" concerning vocational education. State President Blake, in efforts which reflected his need to consolidate a measure of managerial control, generated a number of background papers and reports which received Board sanction. These entries into the record served in incremental ways to modify the philosophical base Blake inherited from Herring and Ready and Fountain. There was also considerable public debate.

Labor Commissioner John C. Brooks charged that the System was geared toward producing only semi-skilled workers because it took three to five years to produce highly skilled workers such as carpenters, tool and die makers and electricians ("Critics Fault Technical Education," N&O 3/3/80), while programs in the Community College System were limited to two years by state law.

Clifton B. Belcher, the director of vocational education for the N. C. Department of Public Instruction, expressed a different view. From his perspective, the advanced skills were the responsibility of the Community College System ("Lack of Vocational Courses Decried," N&O 3/5/80).

State Rep. Benjamin T. Tison, III, spoke at an Advisory Budget Commission meeting, saying: "If we are going to be expected to bring in industry, we are going to need to upgrade our training at the community college level" ("Critics Fault Technical Education," N&O 3/3/80). And Dr. John L. Tart, president of Johnston Technical Institute and chairman of the Vocational Education Committee of the State Board of Education, observed: "The depth of training is shallow, and the funding is very inadequate" ("Upgrading Training Needed," N&O 3/6/80:4).

There was little disagreement over the analysis of the status in the state of vocational education *per se*. However, the insistence upon vo-ed as the central role of the Community College System overshadowed the Department's "comprehensive" thrust of the 1960s and 1970s. The 25 percent cutbacks during the restructuring of the Department had effectively stilled any internal objections, and the undeniable need for some kind of increased funding from the Legislature silenced most local officials whose primary obligation was institutional survival.

As usual, however, the call for "total education" was heard from former Board Chairman W. Dallas Herring of Rose Hill. The System was giving ground and retreating to "safe" areas, said Herring, because it was under attack from the state auditor's office, the newspapers, and the legislature for chasing program dollars through the full-time equivalency (FTE) formula ("Community Colleges Hold Out Education Hope at Grassroots," N&O 2/20/80). And there were other voices heard specifically in support of the System's general education function. One among them was David E. Gillespie, editorial columnist for *The News and Observer*:

> I agree that what we are after in North Carolina is not a local junior college system or wasteful duplication of what public and private institutions teach. At the same time, I hope that the community college system will not be forced to confine itself only to vocational-technical subjects or to become completely the captive of industrial development.
>
> Someone has said, "A man is to be educated not because he makes pins and shoes and nails, but because he is a man." That's always had great appeal to me.

> The dismal statistics relating educational attainment to income in North Carolina show that Blake and his board can fill an enormous need that exists in North Carolina, not just for job training, but education—period ("Community Colleges Hold Out Education Hope at Grassroots," N&O 2/20/80).

SBE Designates SBCC to be State Vo-Ed Agency

The State Board met on March 4 to discuss the 1981-83 budget, and then again on March 5 for further discussion and for committee meetings. It met on March 6 in regular monthly session. Dr. Joseph B. Carter was approved as the first president of Brunswick Technical College effective February 19, and Dr. Ray Lane was approved as acting president of Guilford Technical Institute effective February 18.

The State Board of Education (SBE) adopted a resolution at its March meeting which recognized the existing need for a policy statement for procedures to be followed subsequent to January 1, 1981. G. S. 115-235.4 previously designated the State Board of Education as the sole state agency for administration of vocational education at all levels. This resolution conferred post secondary education planning authority to the State Board of Community Colleges and Technical Institutes (SBCC) as of January 1981 (NCSBE minutes, 1980c).

State President Larry J. Blake also presented a background paper entitled "High Skilled Training in North Carolina: Current Status" to the Board in March (NCSBE minutes, 1980c). It addressed the confusion which he saw through February of 1980 as arising from lack of two factors—(1) consensus of what defines high skills occupations, and (2) consensus as to what constitutes necessary job preparation. He noted that considerable confusion currently existed in North Carolina concerning the exact status of training for high-skilled occupations (NCSBE minutes, 1980c).

Blake went on to assess the two major avenues of job preparation used in the United States—apprenticeship training, and pre-employment training. The N. C. Department of Labor listed only 90 apprenticeable occupations at that time, in which only 3,200 people were then being trained. Those 90 were out of 276 categories listed by the U. S. Department of Labor in its dictionary of occupational titles. By contrast, North Carolina's Community College System was enrolling approximately 27,000 students in 96 of those occupational categories through 617 curriculum programs in 58 local institutions.

Pre-employment training emphasizes full-time schooling through laboratories and workshops. The individual, upon completion, is expected to be fully qualified to enter the work force either directly or after a short probationary period, depending upon the training and the trade or occupation.

Blake noted that no clear definition existed as to what constituted a high-skilled occupation. The general understanding that semi-skilled occupations constituted up to one year of pre-employment training, and that high-skilled occupations required from one to two years of pre-employment training was an arbitrary distinction. "It is perhaps wiser," he said,

> To refine the process whereby current and future manpower needs are determined whether by replacement in current business and industry, expansion of current business and industry, or in new or anticipated industrial development, and then to train for those requirements by the most appropriate means (NCSBE minutes, 1980c).

As of the date of Blake's report, there were 137 approved technical curricula within the System and 93 approved vocational curricula within the System. This generated an enrollment of 70,210 in 881 separate technical programs, and 30,074 in 661 separate vocational programs. His conclusion was that the proper approach to job preparation, whether through apprenticeship or through pre-employment training, should be determined by the nature of the occupation itself and by the desires of the future employers:

> In this way, North Carolina citizens can continue to enjoy their share of the economic prosperity of the state which has been dramatically improved over the past 20 years through aggressive economic development and job training (NCSBE minutes, 1980c).

Blake's summary called for expansion of both apprenticeship training and pre-employment training. He noted that the Community College System enrolled over 100,000 students in its pre-employment training programs, and enrolled several hundred thousand students in part-time upgrading training programs. He also noted that each local program had an advisory committee of employer-based representatives who assisted the local institution in determining what appropriate level of skills were necessary to constitute a fully-trained individual.

Expansion Budget Request Presented

The State Board was presented with the expansion budget request for the 1981-83 biennium at its March, 1980, board meeting (NCSBE minutes, 1980c). The total operations amount requested for 1981-82 was $73,658,288. Equipment and library books involved $31,877,703, and current operations involved $41,780,585. For 1982-83, the total amount was $71,162,273 which involved $28,592,140 in equipment and library books (see Thompkins dissertation) and $42,570,133 in current operations funding.

The capital improvement portion of the expansion budget called for $150 million. This was requested in the form of a statewide bond issue for the purpose of providing 100 percent funding for various community colleges and technical institutes which would be added to the already existing call for $600 million for the public school system.

Blake Gives Status Report to Governor and ABC

The legislation which established the State Board of Community Colleges also established official ties between the office of the state president of the Department of Community Colleges and the Office of the Governor. Consequently, Dr. Larry J. Blake had a more direct linkage to the governor than did Dr. I. E. Ready or Dr. Ben E. Fountain, Jr. Also, the sitting governor was James B. Hunt, Jr., who had by several accounts been influential in backing the decision to hire Blake. Consequently, Blake's response to a February 8, 1980, letter from the Office of the Governor may be seen as being more sensitive to the governor's position than would have responses in similar situations by Blake's predecessors.

The letter asked for a status report on the System. It was prepared by John A. Williams, Jr., state budget officer and executive assistant to the governor. It notified Blake that the Legislature's Advisory Budget Commission had raised serious concerns during a January 24 meeting about the future of post-secondary education in North Carolina. It said:

> The main concerns were the relationships between public and private institutions and the future need for vocational and technical training versus general academic training (Williams, John A., Jr., personal correspondence, February 8, 1980).

Blake responded to Williams's specific request for a presentation to the Advisory Budget Commission on February 29. That response was subsequently included in an informational report to the Board at its March 6 meeting. The report, entitled "The N. C. Community College System: Status and Trends," began with the recognition of the Community College System as the state's continued committment to a community-based adult education delivery system, then, in the section of the report which addressed enrollment by program area, Blake stated:

> In full committment to a priority of vocational-technical training, enrollments in community colleges and technical institutes over the past ten years have increased substantially in that area while declining in college transfer (NCSBE minutes, 1980c).

This was not an accurate statement. In actuality, Blake's figures did not note a decline in college transfers (see Boyd dissertation; Dawson dissertation; Eckard dissertation; Henderson dissertation; Stirewalt dissertation; Taylor dissertation): his own totals for college transfers showed that enrollments had increased in that area from 4,900 in 1968-69 to 7,830 in 1978-79, an increase of 60 percent (NCSBE minutes, 1980c).

During the same 10-year period the full-time equivalent enrollment for vocational-technical training increased from 25,741 students to 91,354 students, an increase of 255 percent (NCSBE minutes, 1980c). Such figures indicate a phenomenal success for those programs which had been supplemented by federal funding and by considerable state legislative interest. It would have been quite accurate to say that vo-tech enrollments in the System had overshadowed college transfer enrollments. It was not accurate to say that the latter had declined.

A similar overshadowing of percentages also occurred when assessing adult basic education. The 1968-69 FTE for ABE was 5,505. In 1978-79 it was 9,846. This was a growth of 79 percent. However, because vocational-technical training increased from 65 percent of total to 73 percent of total, ABE declined from 14 percent of total to 8 percent of total. Thus, college transfers declined from 12 percent of total to 6 percent of total. During the same period programs in the "other" category increased from 10 percent of total to 13 percent of total (NCSBE minutes, 1980c). During this ten-year period the total enrollment for the system had increased from 40,061 FTE to 125,164 FTE. This overall growth of 212 percent, by any reckoning, indicates a remarkable achievement for the System.

Concerning non-traditional students, Blake observed that the system was established almost totally as a response to the needs of such students. Thus, the enrollments would reflect the general nature of the population rather than certain selected groups related to socio-economic class. He reiterated that future trends should only show further commitment to that response.

Blake's report noted that North Carolina led the trend in continuing education. Its ratio of part-time to full-time students was 4.6:1, the highest in 29 states. Florida was a distant second with 3:1. He said that continuing education programs would still emphasize vocational-technical in-service, upgrading, and retraining, as well as adult basic education.

Blake's report cited training shortages in new emerging high-tech occupational training. Its emphasis was upon improving access to reliable information about required job training and information about future job needs. Two hundred thirty different active curricula programs enrolling over 100,000 students in 1,542 different courses had been taught throughout the system in 1978-79 (NCSBE minutes, 1980c). This was supplemented by another 265,000 students in occupational extension classes.

Three primary sources of current operating funds were identified— state funds provided 78 percent of the total, local funds provided 12 percent, tuition provided 8 percent, and other sources provided 2 percent. Blake noted:

> One of the strengths of the North Carolina system has been the continued emphasis on low tuition recognizing education at community colleges and technical institutes as a public good rather than a private good, a right of every citizen rather than a luxury (NCSBE minutes, 1980c).

Blake addressed future facility requirements by noting a "well-documented nationally recognized norm of 150 gross square feet per daytime curriculum FTE" (NCSNE minutes, 1980c). Based on actual FTE in 1978-79, an additional 117,000 square feet of new construction would be necessary to bring all institutions up to a 100 gross square feet per day FTE minimum. Another 1,578,500 square feet would be necessary to bring all the institutions up to the national norm.

The report concluded with an assessment of student characteristics as of 1979. Female enrollment exceeded 53 percent, minority enrollment exceeded 23 percent, and part-time enrollment exceeded 21 percent. The median age for all curriculum students was 25 years, 40 percent of whom were high school graduates and another 40 percent of whom had some college.

The median age for extension students was 38 years, with 29 percent being high school graduates and another 16 percent having some college. Over 71 percent of the extension students were female, and over 23 percent of extension students were minorities.

When curriculum and extension students were considered together, about half of them attended during the day and about half attended at night. For 85 percent of all students the local community college institution was their first choice for post-secondary education. Almost 94 percent were able to travel 25 miles or less to attend.

Governor James B. Hunt, Jr., responded to State President Blake's status report in a March 27 speech to the Northwest North Carolina Development Association. He said he would ask the General Assembly to provide $1 million for "cooperative apprenticeship" programs involving industry and schools, saying improvements in vocational education were needed on both the high school and the community college levels ("Hunt: Funding is Needed for Skills Program," RT 3/28/80).

GED Classes Considered High School

The State Board met on April 1 to establish priorities for its expansion budget request for the 1980-83 biennium, met again for standing committee sessions on April 2, then met on April 3 for regular monthly session. Dr. Bruce I. Howell was approved as president of Wake Technical College effective July 1, 1980, upon the motion by Dr. John L. Tart with a second by State Treasurer Harlan E. Boyles (NCSBE minutes, 1980d).

The Board decided at its April meeting that general educational development classes would be considered as adult high school classes and would be reported as such. This enabled the Department to more fully use funds designated by Chapter 802 of the 1977 Session Laws. Prior to this action, some GED prep courses had been counted as regular budget extension courses. Some others had been counted as adult high school (AHS) courses. However, by counting all GED preparatory programs as AHS programs, full utilization of line items designated AHS was possible (NCSBE minutes, 1980d).

Area Coordinators Positions Dropped

The April minutes contained a letter from State President Blake dated March 17, 1980. It contained responses to two special provisions within the 1979 Appropriations Act, Sections 70 and 72. The letter is addressed to James C. Green as President of the Senate, and to Carl J. Stewart, Jr., as Speaker of the House of Representatives (NCSBE minutes, 1989d).

Section 70 of the Appropriations Act requested an evaluation of the area coordinator program. Blake's response said that because of the unique and sensitive nature of public safety programs in fire service and law enforcement, area coordinators should continue to be provided in these programs. However, said Blake, no rationale existed for maintaining state laws which supported other area coordinators.

Section 72 of the Appropriations Act presented several questions which related to immured groups. Blake gave assurance that the issues would be dealt with, but deferred his responses until a presentation scheduled for the upcoming short session of the legislature (NCSBE minutes, 1980d).

Fifteen College Transfer Programs Added

The standing committees of the Board met on May 7, and the Board met in general session on May 8. Dr. Charles Barrett was approved as acting president of Vance-Granville Community College effective May 12, 1980. Dr. Phail Wynn, Jr. (see dissertation), was approved as acting president of Durham Technical Institute effective May 1, 1980 (NCSBE minutes, 1980e).

A budget increase of $683,808 was approved to additionally fund college transfer programs at 15 local institutions. College of The Albemarle, Southeastern Community, and Sandhills Community College received between $95,000 and $135,000. Surry Community College, Tri-County Community College, Mitchell Community College and Lenoir Community College received between $40,000 and $65,000. Wayne Community College, Western Piedmont Community College, Martin Community College, and Davidson Community College received between $20,000 and $40,000. Vance-Granville Community College, Gaston College, Halifax Community College, and Isothermal Community College received less than $5,000 (NCSBE minutes, 1980e). A resolution was also passed asking the Legislature to correct an oversight and provide FY 1980-81 funding for Brunswick Techical Institute, the newest addition to the System.

Fiscal Bill Debated, Dies, Study Follows

Senate Bill 789, "An Act Concerning Community College Budget Control" would require each local institution to prepare a detailed budget breakdown for examination by county commissioners and the State Board of Education. This would include public review of revenues from all sources. State Treasurer Harlan Boyles, seconded by R. R. Manz and supported by Community College Committee chairman Larry M. Harding, strongly advocated the controls as proposed in the 29-page bill which had been previously introduced during the regular session by State Senator W. Craig Lawing of Mecklenberg. A special subcommittee, one which had been created in 1977, was reconvened by the Board in May to deal with the issue of deficit spending, and to assess SB-789 which was under consideration in the short session of the State Legislature (NCSBE minutes, 1980e).

Dr. Gerald B. James, president of Rockingham Community College; Wallace W. Gee, president of the Trustees Association ("Fiscal Control Bill Hits Block," N&O 5/9/80); and Dr. James Blanton, president of Beaufort County Community College and of the N. C. Association of Public Community College Presidents ("Stricter Financial Accounting by N. C. Colleges Debated", N&O 5/22/80), spoke out against the bill. Boyles was supported by C. Ronald Aycock, executive director of the N. C. Association of County Commissioners ("Stricter Financial Accounting by N. C. Colleges Debated", N&O 5/22/80).

Boyles continued to force public debate about the need for accountability controls, and argued successfully against a move by Dr. John Tart in the June Board meeting to rescind the Board's support of the bill (NCSBE minutes, 1980f). Board Chairman H. David Bruton explained that in addition to the need for more bookkeeping for the colleges and dilution of the authority of trustees, many colleges were aiding local communities with such activities as industry hunting and were shying away from revealing sources of related expenses ("Community College Money Problems Feared", RT 6/5/80).

The bill eventually died in the House. It was not acted upon by committee chairman Representative Laura S. Tally of Cumberland ("Under the Dome", N&O 6/25/80:6). Subsequently, at the Board meeting in July (NCABE minutes, 1980g), State President Larry J. Blake was authorized to name a study committee to recommend needed changes to the 1981 Legislature ("Under the Dome," N&O 7/3/80:6).

ABE Consortium Study Presented

At its August 1979 meeting the Board had requested a study of the Adult Basic Education Consortium of Universities (NCSBE minutes, 1979h). The purpose of the study was to evaluate the services of that consortium which was comprised of six universities which received ongoing funding of $194,588 through three grants in 1979-80. The consortium was started in 1973. Its membership had grown from four to six in 1978. The six members were Appalachian State University, East Carolina University, North Carolina Agricultural and State University, North Carolina State University, Western Carolina University, and Pembroke State University (NCSBE minutes, 1980e). The evaluation report presented to the Board at the May 1980 meeting was prepared by Associate Vice President G. Herman Porter of Student Services and Program Resources (NCSBE minutes, 1980e).

TV Ads Previewed, SGA Lauds Board

On June 5, Clifton W. Paderick was approved as president of Sampson Technical College effective July 1, 1980, and a tentative allotment of $2.7 million was approved for 59 adult basic education programs. The Board also received a preview of public service announcements which had been prepared for television (NCSBE minutes, 1980f).

Alan Sizemore, the president of the North Carolina Community College Student Government Association (see Cockerill dissertation), presented a resolution which stated in part:

> We are aware of the fact that countless thousands of citizens have benefited directly and/or indirectly from the courses and training offered through the system. Therefore, be it resolved that the NCCSGA commend, thank, and praise the Board members for their work as initiators, evaluators, sustainers, and directors of the community college system (NCSBE minutes, 1980f).

Report on Minorities and Women

A document entitled "Participation by Minorities and Women 1970-1979" was presented to the Board in June. It reported on the changing participation by minorities and women in governance, programs, and employment over a nine-year period (NCSBE minutes, 1980f). The document counted for a partial fulfillment of requirements stated in "The Revised North Carolina State Plan for the Further Elimination of Racial Duality in the Public Higher Education Systems, Phase II: 1978-83."

The summary section of the report included commentary on the Department of Community Colleges, the State Board of Education, local Boards of Trustees, statewide advisory bodies, general employment profiles for institutions, and student enrollment profiles for institutions (NCSBE minutes, 1980f).

The Board also endorsed a report presented by its Policy Committee entitled "N. C. State Board of Education's Interpretation of the Role of the Community College System in the Department of Public Instruction Relative to Adult Education." It was basically a readoption of an existing policy using a new title, with a minor paragraph change (NCSBE minutes, 1980f).

Part Two

The State Board of Community Colleges, 1981 to 1988

The State Board of Community Colleges, 1981 to 1988

Barbara K. Allen†
Royce N. Angel†
N. Elton Aydlett*
H. Clifton Blue*
Joanne W. Bowie†
State Treasurer Harlan E. Boyles*†
Charles E. Branford*
Stacy Budd*
Mike Claman
Asa B. Dail†
Richard L. Daugherty*
Ronald Deal*
William J. DeBrule
Donald C. Eudy†
John A. Forlines, Jr.†§
Grady G. Franklin, Jr. †
Lt. Governor James C. Gardner†
Martha N. Granger*
Lt. Governor James C. Green*
Robert Z. Hawkins
Edward J. High*
Carl Horn, Jr.*§
J. P. Huskins†
Lt. Govenor Robert B. Jordan
Lynn N. Kelso*†
Isobel Craven Lewis*
James H. Martin, Jr.*
William S. Murdoch
Jason R. Parker†
William C. Parton
D. Wayne Peterson†
Dwight W. Quinn†
Clyde J. Rhyne
Samuel J. Roebuck†
C. Lorenzo Shoffner†
William F. Simpson†
Edward J. Snyder, Jr.†
Melvin C. Swann, Jr.*
Alan E. Thomas*
Carl D. Totherow
Sam L. Wiggins*
I. J. Williams*
T. Jerry Williams

* charter member, January 1, 1981
† present member, January 30, 1989
§ service as chairman of the board

CHAPTER EIGHTEEN

FY 1980-81: Establishing a New Identity

Total capital funds previously expended during the history of the Department of Community Colleges as of June 30, 1980, totaled $259,502,374. Local funds amounted to 54 percent and state funds amounted to 21 percent. Federal funding amounted to 25 percent (of which 7 percent was designated vocational education dollars).

Salaries Increased, Study Declined

The State Board met for a report on competency testing July 1, 1980. On July 2 it met for regular committee sessions, and on July 3 it met in regular Board session. Dr. Raymond J. Needham was approved as president of Guilford Technical Institute effective August 1, and a new salary schedule for local presidents was approved effective July 1 (NCSBE minutes, 1980g). It incorporated a ten percent across-the-board salary increase. The same increase, as provided by the General Assembly, was also incorporated into a salary table for the teaching, administrative, and clerical staffs throughout the System.

In related action, the Board disapproved a request to authorize a $21,650 study of salaries for local presidents, and approved as an emergency rule a revision in the longevity pay plan for local personnel. The existing salary schedule for presidents ranged from $23,040 for a masters degree with no experience in an institution under 1000 FTE, to $42,504 for nine years of experience with a doctorate at an institution in excess of 3000 FTE (NCSBE minutes, 1980g). However, at the August meeting, after a review by the Office of the Governor, an amended salary schedule for local presidents was approved effective retroactively to July 1 (NCSBE minutes, 1980h). It added a ninth step, over the objections of State Treasurer Harlan Boyles.

Renaissance Funds, ABE Plan Approved

An allocation of $216,000 was made to continue funding the Rural Renaissance Project through Central Piedmont Community College from July 1, 1980, to June 30, 1981 (NCSBE minutes, 1980g). The ongoing project enabled the consortium to develop modules for sharing instructional materials with each of the 58 local institutions.

Expansion and clarification of North Carolina's three-year state plan for adult basic education was also approved by the Board in July. This action was taken in response to correspondence which had been received from the Division of Adult Education within the U. S. Office of Education. It had requested elaboration upon several points in the State plan. The prepared responses were expected to bring North Carolina into compliance with new federal rules and regulations.

A special project entitled "Pre-Service Program for New ABE Teachers and Handbook for ABE Directors" was approved to address the 30 percent rate of instructor turnover and the 25 percent rate of director turnover. Funding to provide North Carolina State University with $36,718 was contingent upon the availability of 1980-81 federal appropriations (NCSBE minutes, 1980g).

Board OK's Fiscal Study Committee

In the wake of the demise of Senate Bill 789, "An Act Concerning Community College Budget Control," the Board authorized the state president to appoint a committee to study the fiscal portion of General Statute 115D and to recommend any changes which might be proposed in the next upcoming session of the Legislature (NCSBE minutes, 1980g). The recommendations were to be presented in September at a joint meeting of the State Board of Education with the new State Board of Community Colleges.

"The leadership of both the House and the Senate felt they were not given the opportunity this session to debate the issue and have their say," commented State Treasurer Harlan E. Boyles, the Board member who had led the fight for consideration of Senator W. Craig Lawing's proposal ("Community College Plan Lives," N&O 7/3/80:1). Lawing said that a House committee's inaction which killed the bill was in violation of House rules, and he vowed to resubmit the issue in 1981.

Federal Grants Fund Data Processing

On August 28, upon a motion by Dr. Ben H. Battle with a second by Dr. John L. Tart, Dr. J. Reid Parrott, Jr., was approved as president of Nash Technical Institute effective September 1, 1980 (NCSBE minutes, 1980h). A former vice president of the Department of Community Colleges, Parrott was the most visible casualty of State President Larry J. Blake's reorganization plan which shuffled 51 of 205 employees and abolished 16 jobs ("Ousted Official Gets Offer," N&O 8/13/80:1).

Applications for two federal grants were approved in August (NCSBE minutes, 1980h). One for $49,071 was to employ two data processing programmers to implement methods for converting data provided by local institutions into machine-readable form. Another for $76,691 was to supplement state funds to acquire and install an in-house mini-computer which would allow the Department to analyze and report statistical and financial data.

Equipment, CETA Funding Approved

The Board took a major step toward the replacement of obsolete equipment by authorizing an allotment of $500,000 for certain high priority programs: electronics engineering technology; electrical engineering technology; electro-mechanical technologies; instrumentation technology; and tool and die making (NCSBE minutes, 1980h). State President Blake estimated that the System needed $34 million in new equipment ("Community College Chief Cites Need for Equipment," N&O 9/6/80:22). The Board also approved several contracts with the N. C. Department of Natural Resources and Community Development (NRCD) which related to the Comprehensive Employment Training Act (CETA).

Later in the month following these actions, Board member Dr. John L. Tart addressed the vocational and technical needs in the state (see Mayo dissertation) through guest commentary in *The News and Observer*:

> Labor forecasts indicate that during the next 20 years most jobs in North Carolina (at least 80 percent) will require vocational or technical training. We must destroy the notion that a four-year college education is necessary for a successful career. This is a terrible disservice to our young people ("Vo-Tech Education Must Get Priority in North Carolina," N&O 8/31/80).

College Transfer Report Presented

A special report entitled "Guidelines for Transfer: Recommendations on the Joint Committee on College Transfer Students" and dated April, 1980, was attached to the August minutes (NCSBE minutes, 1980h). Bobby L. Anderson, the director of College Transfer and General Education for the Department of Community Colleges, was one of five members of the editorial subcommittee that compiled and edited the publication.

The introduction to that report noted that the 10,601 undergraduate transfer students who enrolled in colleges and universities in North Carolina during the fall of 1978 constituted a significant 10.3 percent of the total undergraduate enrollment in the state. Consequently, the report concluded that the lack of a consensus among colleges in North Carolina regarding general education and transfer procedures was

> sufficiently great to cause prospective transfer students serious difficulties and, therefore, to justify a serious effort to bring some degree of standarization into them (NCSBE minutes, 1980h).

These words reiterated problems which had been identified by a statewide study committee in the early 1960s. The problems were exacerbated by the early

1980s—as of the date of this report, the state had 77 colleges and universities (i.e., 31 junior and 46 senior institutions), 35 technical institutes and technical colleges, and more than 60 other post-secondary schools of business, trade, health, and religion.

New Community College Board Organized

The organizational meeting of the State Board of Community Colleges was held in the House chamber of the State Capitol on September 5, 1980. The following charter SBCC Board members were recognized by Governor James B. Hunt, Jr., and sworn in by Chief Justice Joseph Branch: Carl Horn, Jr.; Richard L. Daugherty; Alan E. Thomas; Sam L. Wiggins; Stacy Budd; Charles E. Branford; Ronald E. Deal; James H. Martin, Jr.; Melvin C. Swann, Jr.; Martha N. Granger; Edward J. High; H. Clifton Blue; Isobel Craven Lewis; William J. DeBrule; N. Elton Aydlett; and I. J. Williams. Lynn N. Kelso was absent. Lieutenant Governor James C. Green, Jr., and State Treasurer Harlan E. Boyles were recognized as *ex officio* members of the Board.

Carl Horn was named chairman upon nomination by Lieutenant Governor Green with a second by H. Clifton Blue. Stacy Budd, former president of the Community College Advisory Council, was elected as vice chairman. State President Larry J. Blake introduced Helen B. Dowdy as secretary to the Board, and recognized the senior management staff of the Department.

The Board recessed from the State House chambers and reconvened in the Board Room of the State Education Building. Dr. Douglas Champion, director of the Governor's Program for Executive and Organizational Development, and Dr. Eugene Watson, associate professor from the School of Education in The University of North Carolina at Chapel Hill, served as moderators during a discussion in which members became familiar with each other's expertise and backgrounds.

Dr. Blake then gave an overview of the Community College System and its governance, and the State Board of Community Colleges accepted an invitation from the State Board of Education to meet jointly on October 1, November 5, and December 3.

SBE and SBCC Hold Joint Session

There was no regular State Board of Education (SBE) meeting in September of 1980, but there was a joint session with the State Board of Community Colleges (SBCC) held in the Islander Motel at Emerald Isle on September 12 and 13 (NCSBE minutes, 1980i).

Dr. Edmund P. Gleazer, Jr., the president of the American Association of Junior and Community Colleges, addressed the joint assemblage during the initial evening session on the subject of "Community College Futures." His recently published book, "The Community College: Values, Vision, and Vitality" (Gleazer, 1980), set forth a mission statement in opposition to any changes which would close the open door, or undermine the addressing of local needs, or restrict the quest for universal opportunity or academic freedom (Wiggs, 1987:26).

Chairman Carl Horn of the Board of Community Colleges and Chairman H. David Bruton of the Board of Education concluded the two-day event by relating concerns regarding an effective transition of control, and announcements were made of plans to meet jointly several more times prior to the transfer of responsibility in January 1981 ("Easier Access Urged for N. C. Trade Schools," N&O 9/15/80).

Hiring of Minorities Urged

When the Board met in regular session on October 2, Dr. Edward Cox (see dissertation), the president of Piedmont Technical College, was named to fill the unexpired term created by the retirement of Jack Young from the Vocational Education State Planning Committee. Vance-Granville Technical Institute presented a request to the Board for approval of the appointment of Robert W. LeMay, Jr., as president of that institution (NCSBE minutes, 1980j). There was no motion made for the approval of the appointment, and the matter was postponed with a request that the trustees reconsider their recommendation and present their conclusion to the Board at its next meeting.

Dr. Prezell R. Robinson, president of St. Augustine's College, once again used the forum to stress to fellow members of the Board that "no stone should be unturned to uncover some qualified minorities" for hiring within the System, including positions of local president ("Minority Job Push Urged," N&O 10/2/80). Employment records showed that there were at this time 5 blacks and 183 whites in professional and administrative positions within the Department of Community Colleges. "That's a very small percentage. It's so small it's embarrassing," said Robinson ("College Hiring of Minorities is Advocated," N&O 10/2/80), noting that about a third of community college students were minorities (see I. A. Robinson dissertation).

SBCC Chooses Seal, Reviews Programs and Enrollment

All 16 members of the State Board of Community Colleges met in full session on October 1 (NCSBCC minutes, 1980j). The Board designated its official seal as an emblem of the great seal of the State of North Carolina with the words "North Carolina State Board of Community Colleges" along the circumference, and scheduled regular monthly meetings on second Thursdays beginning in January of 1981.

The new Board also discussed its statutory responsibilites, and received reports on the frequency of programs (i.e., how many local institutes carried a particular program) and tallys for the 25 largest curricula enrollments. The top five Associate of Science degree programs were business adminstration on 57 campuses, 55 executive secretarial programs, 41 accounting programs, 41 general office technology programs, and 51 electronics engineering technology programs. The top five certificate and diploma programs were automotive mechanics offered on 56 campuses, 49 welding programs, 42 electrical installation and maintenance programs, 39 practical nursing (LPN) programs, and 33 automotive body repair programs.

The total average enrollment for 1979-80 FTE in business adminstration was 6,110 students, for the executive secretarial program was 2,336, for associate degree nursing was 2,174, for electronic data processing was 2,009, and for accounting was 2,858. There were 2,666 enrolled in automotive mechanics, 1,926 in welding, 1,898 in practical nursing, 1,896 in cosmetology, and 1,249 in electrical installation and maintenance (NCSBCC minutes, 1980j).

SBCC Reviews Student and Institutional Services

The State Board of Education and the State Board of Community Colleges both met on November 5. The State Board of Education was meeting in committee sessions prior to a regular session on the following day (NCSBE minutes, 1980k). The State Board of Community Colleges had a brief session during which it adopted a set of bylaws and reviewed the recommendations of the Community College Planning Commission Report (NCSBCC minutes, 1980k).

Informational reports were presented to the Board of Community Colleges by George Morgan, president of the N. C. Trustees Association of Community Education Institutions, William C. Friday, president of the University of North Carolina, John Henley, president of the N. C. Association of Independent Colleges and Universities, and Charles Poindexter (see dissertation), chairman of the N. C. Association of Public Community College Presidents.

The SBCC recessed from its session in the Highway Building to reconvene in the Education Building for informational reports by the Department's Division of Student and Institutional Services, and the Division of Planning and Research Services. The presentation provided a review of State President Larry J. Blake's reorganization.

The Division of Student and Institutional Services was composed of four sections: adult developmental services, media processing services, staff development services, and student development services (NCSBCC minutes, 1980k). The primary function of each section was to provide direct consultative services to the local institutions.

The Adult Developmental Services Section, and its adult basic education program, provided educational opportunities to adults 16 years of age or older with less than an eighth grade education.

The Media Processing Services Section was established to acquire, catalog, and process library books and materials for institutions within the System.

The Staff Development Services Section promoted the professional development of personnel throughout the system and assisted local institutions in planning, developing, and providing this service.

The Student Development Services Section assisted the student services staffs in each of the local 58 institutions by providing assistance in the area of admissions, testing, counseling, financial aid, registration, student records, student activities and placement.

The summary report on the Division of Student and Institutional Services noted seven key issues of concern (NCSBCC minutes, 1980k). First and foremost was literacy training, an issue which had been given top priority by Governor Hunt at the SBCC swearing-in ceremony on September 5. The second one was also Hunt's second priority issue, the coordination of high school completion programs. The third was the need to develop additional criteria to use for awarding federal funds for adult basic education programs. The fourth was compensatory education for mentally retarded adults. Staff development was fifth, elimination of a $5 registration fee for high school completion programs was sixth, and seventh was consideration of the feasibility for automating the centralized processing services for books and audio visual materials.

SBCC Reviews Planning and Research Services

The Board was also briefed on the Division of Planning and Research Services (NCSBCC minutes, 1980k). It had a dual focus: it provided state level planning, and it assisted local institutions in determining the unique educational needs of a local service area.

Its Planning Services Section involved state level planning which included the establishment of local institutions, the implementation of local programs, and the identification of state priorities relative to other agencies.

The purpose of the Occupational Education Research Services Section was to improve delivery of occupational education services through support of related research and development.

The Management Information Services Section was responsible for designing and implementing systems for the collection and processing of data which could facilitate the effective operation management of the system. Meeting external requirements of other state agencies and the federal government was handled by the Federal Compliance Services Section.

First Black Local President Named

The first item on the agenda of the State Board of Education at its November 6 meeting was a resolution "honoring and memorializing" Alfred Clements

"A. C." Davis who had served as controller for the State Board of Education for 17 years.

Next, upon a motion by Dr. John Tart with a second by Dr. Prezell Robinson, the State Board of Education approved the appointment of Dr. Phail Wynn, Jr. (see dissertation), as president of Durham Technical Institute effective immediately (NCSBE minutes, 1980k). Wynn had been acting president since May. Dr. Robinson hailed the appointment "as a step in the right direction":

> I hope we will see more highly qualified minorities moved into positions of authority, and I place emphasis on highly qualified ("Black College Chief Named," N&O 11/7/80).

J. W. Sawyer was approved as acting president of Roanoke-Chowan Technical Institute effective September 1. Carl B. Flippin, Jr., was approved as acting president of Vance-Granville Community College effective November 3 (the nomination of Robert W. LeMay, Jr., had been withdrawn).

The Board also received its monthly report from Stacy Budd as chairman of the Advisory Council. Budd had recently been sworn in as a new member of the State Board of Community Colleges and had been elected its vice chairman (SBCC minutes, 1980k).

SBCC Reviews Industrial Services Division

The State Board of Community Colleges met on December 3 in the Highway Building. Upon a motion by Stacy Budd, with a second by I. J. Williams, the Board voted to designate Chirman Carl Horn as chairman of all of its committees. Chairman Horn then asked each member to read the North Carolina Vocational Education Advisory Council's report, "A Time to Design," in anticipation of specific recommendations which the Board needed to respond to during 1981 (NCSBCC minutes, 1980l). The report had been submitted to the State Board of Education in November (NCSBE minutes, 1980k), but a response was tabled in deference to the transition of governance.

A briefing was conducted on the Industrial Services Division. Headed by Joe E. Sturdivant as director, it had four distinct roles: (1) to encourage a sensitivity to the relationship between industrial training and industrial development; (2) to provide direct assistance to the local institutions for developing job training programs; (3) to establish linkages and to maintain liaison with the Division of Economic Development of the State Department of Commerce (and others); and (4) to represent the Community College System in state-level promotional efforts to attract new industries and to stimulate expansion of existing industries.

"Year of the Community College" Proclaimed

The State Board of Education met for committee meetings on December 3 and again in regular session on December 4. Donald Irwin was approved as acting president of Southwestern Technical College effective December 1. Dr. Edward B. Bright, the dean of instruction at Pitt Community College in Greenville, was named for a four-year term beginning January 1, 1981, to fill a position on the Joint Committee on College Transfer students (NCSBE minutes, 1980l).

Following a discussion of issues, State Board of Education Chairman H. David Bruton turned over the gavel to Carl Horn, Chairman of the State Board of Community Colleges, as symbolic of the transfer of governance scheduled for January 1, 1981. State President Larry J. Blake then read the following proclamation by Governor James B. Hunt, Jr. It stated, in part:

> Whereas, the community college system is entering into an exciting new era, with a new governing board, a new president, and a sense of mission;
>
> Whereas, the system is being called upon to rise to even greater challenges, principally to fulfill the role as the State's major resource in training North Carolina's people for the thousands of high-skill, high-wage jobs that will bring about a new industrial revolution;
>
> Therefore, I, James B. Hunt, Jr., Governor of the State of North Carolina, do hereby proclaim 1981 as "The Year of the Community College in North Carolina" and commend this observance to our citizens (NCSBE minutes, 1980l).

At the time of the transition from the State Board of Education the federation of 58 constituent campuses comprised the third-largest system in the nation ("Tech School Board to Seek Equipment," N&O 12/31/80).

First SBCC Session, Blake Reappointed

In its initial actions on Thursday afternoon, January 8, 1981, following a morning session of four standing committees (policy, program services, planning services, and financial services) the Board unanimously ratified several actions taken previously during its fall meetings. These concerned identifying the second Thursday as regular meeting dates, the design of the official seal, the adoption of bylaws, the transfer of authority from the State Board of Education, and the designation of chairman of the Board as chair for all standing committees (NCSBCC minutes, 1981a).

Upon a motion by Lieutenant Governor James C. Green, with a second by William DeBrule, the Board approved the appointment of Dr. Ben F. Currin (see dissertation) as president of Vance-Granville Community College effective February 1. Also upon a motion by Green, the Board approved the appointment of Dr. Edward H. Wilson, Jr. (see dissertation), as president of Roanoke-Chowan Technical Institute effective January 19 (NCSBCC minutes, 1981a).

The full Board accepted the report of the Policy Committee which included the action of reappointing Dr. Larry J. Blake as state president of the Department of Community Colleges effective January 1. This action was accompanied by a resolution that the employment and compensation of all exempt staff personnel should require State Board action.

Vo-Ed Report Summarizes Funding, Programs

In a 1979-80 vocational education summary reported to the Board by the Department in January, the total funds expended for occupational education included $5,422,387 from the Vocational Education Act and $125,760,761 from all other sources for a total of $131,183,058. This report was required by the federal government under the then current Vocational Education Act, PL94-482 (NCSBCC minutes, 1981a).

The report further noted that 41.5 percent of the 3,341 instructional, administrative, and support staff were female, and that 11.9 percent were minorities. There were 105,637 students in post-secondary training and 246,576 students in continuing education. Females constituted 47.6 percent in post-secondary training and 56.9 percent in continuing education. Minorities constituted 25 percent in post-secondary training and 20.3 percent in continuing education. To the subtotal of 252,213 students was added another 46,597 students who were classified as handicapped, disadvantaged, or exhibiting limited proficiency in English.

Sessions Set for Local Campus Visits

The State Board of Community Colleges met on February 12, the same day as State President Larry J. Blake had been interviewed by National Broadcasting Company (NBC) television reporters regarding job training in North Carolina (NCSBCC minutes, 1981b). The interview, along with coverage of the new Bristol Myers plant and an employee training class in Wake County, was scheduled to be aired nationally by John Chancellor on the February 26 evening news.

A proposed meeting schedule for the State Board outlined alternate monthly meetings at Central Piedmont Community College in Charlotte, Central Carolina Technical College in Sanford, Cape Fear Technical Institute in Wilmington, Haywood Technical College in Clyde, and Craven Community College in New Bern for alternate months from March through November. This would enable visits by the Board to local institutions consistent with the request made by Board member Melvin Swann during the closing minutes of the January meeting (NCSBCC minutes, 1981a).

"A Time to Design" Presented Again

The North Carolina Advisory Council on Education presented its 1980 annual report to the State Board of Education and the State Board of Community Colleges in February (NCSBCC minutes, 1981b). The federally funded, 21-member committee appointed by the Governor was the source which authorized funds to the State's public schools and community colleges for vocational education.

The report, first made available to the SBE in November and the SBCC in December, was entitled "A Time to Design." It included five specific recommendations—that each state agency, i.e., the Department of Public Instruction and the Department of Community Colleges, should: (1) design its part of a comprehensive plan for education; (2) design a coordinated state strategy to influence the development of federal education and labor legislation; (3) design an overall state policy for the education and employment training needs of the incarcerated; (4) design facility construction and program plan applications which required local review and comments; and (5) design ways to emphasize new and emerging education and employment training fields.

Student Profile Report Presented by NCSU

In February, Dr. Ronald W. Shearon (see dissertation) of North Carolina State University's Department of Adult and Community College Education presented a summary of research findings entitled "Putting Learning to Work: A Profile of Students in North Carolina Community Colleges, Technical Institutes, and Technical Colleges" (NCSBCC minutes, 1981b).

The report, dated August 1980, was prepared from analysis of respondents to a 48-item survey instrument presented to a scientific sample of 16,400 continuing education and curriculum students enrolled in 57 of the System's 58 community and technical colleges during the spring of 1979. Brunswick Technical Institute had not yet been authorized at the time of data collection.

Shearon's work was coauthored by Robert G. Templin, Jr. (see dissertation), the dean of instruction at Piedmont Community College; David E. Daniel (see dissertation), the president of Wilkes Community College; Lee McGraw Hoffman, the administration officer and evaluation specialist for the Louisiana Department of Education; and Russell F. West (see dissertation), a research associate at North Carolina State University.

The report was the second of its kind prepared by Shearon. It noted that the North Carolina Community College System (NCCCS) increasingly was serving an older population: there was a median age of 25 for curriculum students and 38 for continuing education students. The ratio of females had increased to 54 percent of curriculum students and 71 percent of the continuing education students. Enrollments in curriculum and continuing education programs matched the racial distributions in the North Carolina adult population.

The data showed that over the previous decade there had been a decline in students enrolling with less than a high school education, and an increase in students who enrolled with some four-year college experience. Indeed, nearly 12 percent of all students in the System were found by this report to hold a baccalaureate degree.

Over one-half of the curriculum and continuing education students worked either full or part time. About half of the students attended classes during the day (this included 60 percent of the curriculum students and 39 percent of the continuing education students). Over 50 percent of the continuing education students were enrolled in occupational extension courses, and 72 percent of the curriculum students were enrolled in either technical or vocational programs, thus confirming that the System serves primarily a working/learning oriented student population ("Putting Learning to Work," 1980).

HRD Summary Notes Funding, Students Profiled

A 1979-1980 performance summary entitled "Human Resources Development Program: North Carolina Community College System," dated December 1980, was presented to the Board at the February meeting by the Adult Development Services Section (NCSBCC minutes, 1981b). It noted that during fiscal year 1980 the State of North Carolina invested $2,248,065 in human resources development (HRD), and that through the Comprehensive Employment and Training Act (CETA) another $1,437,649 was invested for student stipends.

The HRD students for 1980 were predominantly female (75 percent) and black (55 percent). Almost one-third (32 percent) received direct public assistance payments at the time they were enrolled. More than two-thirds (71 percent) received stipends while they were enrolled. Over half (62 percent) went to work or enrolled in skills training after completing the "introductory" HRD program.

SBCC and NRCD Share CETA Administration

In keeping with a request by the State Board of Education, Governor James B. Hunt, Jr., designated the Board of Community Colleges as the agency responsible for the administration of vocational education funding (NCSBCC minutes, 1981b). This concerned monies which had been set aside according to provisions of the Comprehensive Employment and Training Act (CETA) Amendments of 1978.

Administration of CETA funds for five contracts totalling $3,389,772 was to be handled jointly by the SBCC and the Division of Employment and Training within the Department of Natural Resources and Community Development. The purpose of CETA was to provide job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons, and to assure that CETA training and related services led to maximum employment opportunities and enhanced self-sufficiency.

ABC, Governor Slash Budget Recommendations

The Board approved the total state budget in February (NCSBCC minutes, 1981b). It also reviewed a comparison of its expansion recommendations (for fiscal years 1981-82 and 1982-83) with recommendations made by the Governor and the Advisory Budget Commission.

The governor and the ABC wanted to cut general fund appropriations by $58,992,980 in the first year and by $46,433,159 in the second year: that is, general fund cutbacks were from $72,668,674 to $13,675,694 for 1981-82, and $64,911,009 to $18,477,850 in 1982-83.

The governor and the ABE deleted capital expenditures completely: the expansion budget request had been $6 million for each of the two fiscal years, but recommendations from the governor and the Advisory Budget Commission would cut both years to zero capital funding.

The Legislature's fiscal research staff also circulated a list of other possible cutbacks including fee hikes for both curriculum and extension courses, and a one-unit increase in the student/teacher ratio to 26:1 ("Committee Offers Budget Cuts for Colleges, Technical Schools," N&O 3/4/81).

Equipment Funding Needs Review Proposed

State Treasurer Harlan Boyles presented a request at the February Board meeting entitled "Community Colleges: A Proposal for Equipment Acquisition." Boyles noted that the Department had made a request of the 1981 General Assembly for $35 million to acquire new and replacement equipment for instruction and training, in part to replace equipment which was long obsolete. He proposed that a study be conducted to determine the feasibility of setting up an equipment acquisition fund and a distribution system which would meet the present and future needs of the Community College System. The Board authorized the chairman to appoint an ad hoc committee to study Boyles's proposal and to return a recommendation (NCSBCC minutes, 1981b).

Board Opposes Changes in Trustee Terms, Appointments

The State Board of Community Colleges met on March 12 at Central Carolina Technical College in Sanford with a full contingent of members present. They were greeted by host President J. F. Hockaday (see dissertation). A hearing was held upon the request of the trustees of Central Piedmont Community College for the purpose of appealing audit exceptions which had been taken by the Department of Community Colleges. And the Board voted to oppose proposed legislation to change the term of office and the way local trustees were appointed (NCSBCC minutes, 1981c).

The establishment of a Department task force was approved. It was to recommend key elements of a plan which would link business and industry in North Carolina with the Community College System. It was asked to develop certain recommendations, including: (1) encouraging on-site use of equipment for training purposes; (2) work-leave for technical and vocational instructors; and (3) use of business and industry personnel in advisory capacities at the state and local level of the System.

As a matter of information the Board was informed that the name of Roanoke-Chowan Technical Institute had been changed to Roanoke-Chowan Technical College effective March 2, 1981. This raised the total to 27 such name changes since the optional provision was authorized.

Board Upholds Central Piedmont Audit Exceptions

The State Board met on April 9 in the Board Room of the Education Building, and as a first course of business went into executive session to continue discussion of an appeal made by Central Piedmont Community College at the March 12 meeting (NCSBCC minutes, 1981d). CPCC was challenging audit exceptions which had been taken by the financial and administrative services division of the Department of Community Colleges under the direction of Thomas C. King, Jr.

The Department and the local institution were at odds on three key issues. Each related to the funding formula directly. At question was approximately $485,000. CPCC identified certain programs offered in respiratory therapy, medical records technology, medical office assisting, physical therapy assisting, dental assisting, hospital ward clerk, hotel registration management, human services associate, food services occupations, and paralegal training as "clinical practice." Departmental auditors had viewed these same offerings as "cooperative education" or "internships."

The second disagreement occurred over certain courses which incorporated physical exercise. The local institution referred to them as health courses, and the Department had identified them as recreation courses. The third key disagreement was over a 50-minute hour. CPCC had calculated student membership hours by dividing minutes of instruction during scheduled class time by 50 rather than by 60.

The Board voted in all three instances in favor of the Department—13 to 4 on the clinical issue, 15 to 2 on the health issue, and 15 to 2 on the minutes of instruction. In a declaratory ruling prepared by Deputy Attorney General Eddie Speas and signed by the prevailing Board members, it was determined that the local institution should revert the amount in question within 30 days of the ruling and should revise any related reports ("Community College Owes State $485,000 Refund, Board Says," N&O 4/10/81).

Board Chairman Carl Horn, Jr., filed a dissenting opinion noting that it had been an unusually difficult situation for him not to show favoritism toward the local institution which was located in his hometown. He then concluded that in spite of his dissenting opinion the Board was apparently unanimous on one overriding issue—

> There is a need for revising the department's regulations to clarify, to insert specific definitions, to revise the FTE funding formula and its application, and to deal with the issues raised on this appeal (NCSBCC minutes, 1981d).

Revenue Bond Endorsed, TV Grant Requested

The Board in April approved the election of Dr. W. Wayne Scott as president of Gaston College effective July 1, and Dr. Bob H. Greene was approved as president of Forsyth Technical Institute effective May 1 (NCSBCC minutes, 1981d). Also, the recipient of the 150,000th high school equivalency certificate, Suzanne Mitchell of Wadesboro, was recognized by the Board.

The Board endorsed a proposed bill which would authorize the Board to issue revenue bonds to purchase equipment for the Community College System. It then authorized Vice Chairman Stacy Budd to arrange for the introduction of the bill in the legislature at an appropriate time.

The Board approved a supplemental grant request through February 1982 by Southwestern Technical College for $8,400 from the Appalachian Regional Commission. The total of $10,238, when matched with local amounts of $2,238, would support a rural telecommunications project for educational institutions in Appalachia. Air time and a special channel had been donated and set aside by three local cablevision companies exclusively for local programming. The rural telecommunications project was initially approved in September of 1978, and was subsequently revised and extended in January 1980 (NCSBCC minutes, 1981d).

Presidents Seek Visiting Artist Funding Change

The Presidents Association forwarded a letter to Chairman Carl Horn, Jr., dated February 4 which requested that the visiting artists program be discontinued as a "categorical aid program." It was considered by the Board in April (NCSBCC minutes, 1981d). The presidents wanted the funds for that program to be included in the regular budget formula and allocated to local institutions for use at the discretion of local presidents. This request was consistent with previous positions by the Presidents Association which had opposed an emergency rule in a spring

1979 public hearing. The emergency rule had subsequently become a permanent rule change that allowed for categorical funding.

Annual Enrollment Report Received

The Board received a summary report for 1979-80 annual enrollment in April which showed a slight increase to 566,515 students from 565,864 in 1978-79. The majority of students, 63.5 percent, were enrolled in occupational programs; 5.2 percent were enrolled in college transfer and general education curricula. Over 14 percent of the enrolled students were either in programs of adult literacy training, were completing a high school diploma program, or were acquiring a GED certificate (NCSBE minutes, 1981d).

Full-time equivalent (FTE) enrollment figures for the same period show 57.4 percent enrolled in curriculum programs and 42.6 percent enrolled in extension programs. Total FTE enrollment stood at 122,491. Of the total FTE enrollment, 73.3 percent were in occupational programs. Curriculum programs as measured by FTE constituted 57.4 percent; however, more than 80 percent of the instruction provided throughout the System was for occupational and adult literacy or high school education.

North Carolina residents constituted 97 percent of the students taking credit courses. About 73 percent of them were enrolled in an institution located in their own county of residence. An additional 19 percent were residents of an adjacent county.

ABE State Plan, Joint Dropout Follow-up OK'd

As of the spring of 1981 there were adult basic education programs offered at each of the 58 institutions in the Community College System and at two non-profit agencies. The ABE state plan had been initially approved by the State Board of Education on May 3, 1979, and had been subsequently confirmed by federal officials. The Board approved a three fiscal year program from 1979-1982 (NCSBE minutes, 1981d).

The Board also approved a two-year plan to follow-up high school dropouts as a part of a cooperative effort between the public schools and the community colleges (NCSBCC minutes, 1981d). Simultaneous approval was given by the State Board of Education (NCSBE minutes, 1981d).

The program called for the public school system to be responsible for the first six months of follow-up with 16- and 17-year-old dropouts. The community college institutions would then maintain continuous contact, supplying dropouts with educational and job training information until they either completed high school, or a training program, or were employed for one year, or reached the age of 21. Two program approaches were involved.

"Community of Excellence" Program Noted

The Board met on May 13 in the Ramada Inn of downtown Durham, hosted by local President Phail Wynn and Durham Technical Institute. Dr. Norman K. Myers was approved as president of Southwestern Technical College effective July 1 (NCSBCC minutes, 1981e).

State President Larry J. Blake announced that the Department of Community Colleges was working in conjunction with the Department of Commerce to conduct a series of workshops across the state using the title "Community of Excellence." Blake also noted the success of a community college congress held on May 6 and 7 which had brought leaders of local institutions together with leaders in business and industry.

Presidents Request Philosophy Statement

At its May meeting the Board approved a request from an attorney for Central Piedmont Community College that the Board's declaratory ruling of April 9 be held in abeyance pending a court appeal. The Board approved CPCC's request to defer repayment of funds upon the condition that CPCC immediately correct its method of student accounting so as to be in compliance with the Board's interpretation (NCSBCC minutes, 1981e).

Board Chairman Carl Horn, Jr., announced at the May meeting that he had received a letter from the chairman of the Presidents Association asking the Board to adopt a general policy statement on its philosophy concerning the Community College System. During the related discussion the Board generally indicated its willingness to comply, but noted that a special meeting could best serve the purpose of developing such a statement.

Staff Development Recommendations Received

The Board received an information report from the Staff Development Task Force in May (NCSBCC minutes, 1981e). The report examined the roles of the individual, the institution, the state, and the professional association in staff development. It was prepared under the direction of Dr. David L. Hunter, vice president of general studies at Central Piedmont Community College. Its summary noted eight specific recommendations.

Hunter was joined on the task force by: George W. Armfield (see dissertation) of Caldwell Community College and Technical Institute; Welsford Bishopric of Rockingham Community College; Dr. J. F. Hockaday (see dissertation) of Central Carolina Technical College; Mrs. Darlene Hodges of Haywood Technical College; Paul Johnson of Pamlico Technical College; Dr. W. Ronald McCarter of Southeastern Community College; Dr. M. Jerry Owens, Jr., of the Department of

Community Colleges; Robert E. Paap of Catawba Valley Technical College; E. T. Satterfield (see dissertation) of Cape Fear Technical Institute; and *ex-officio* member Dr. Marsellette B. Morgan, of the Department of Community Colleges.

Future of N. C. Commission Established

The June 11 meeting of the State Board of Community Colleges was held in the Board Room of the Education Building. The election of Dr. James A. Richardson (see dissertation) was approved as acting president of Western Piedmont Community College effective July 1 (NCSBCC minutes, 1981f).

Governor James B. Hunt, Jr., had established a Commission on the Future of North Carolina as of June 1. The Governor had called upon all state boards, including the State Board of Community Colleges, to help identify issues which would be most critical to North Carolina's long-term future. Board Chairman Horne indicated he would send a letter to each local president asking for input concerning ideas and recommendations.

DCC to Administer CETA Job Fair Project

The Board authorized the Department in June to serve as the administrative agency for fiscal management of a Job Fair project (NCSBCC minutes, 1988f). CETA coordinator Delane F. Boyer (see dissertation) would serve as project director. Subject to appropriation by the General Assembly, approval was given for a program format, application procedures, and funding distribution for $600,000 during 1981-82. The approval was for cooperative skill training centers and formal apprenticeships related instruction.

An interagency coordinating committee consisted of representatives from DCC, the Apprenticeship Division of the Department of Labor, the Division of Employment and Training of the Department of Natural Resources and Community Development (NRCD), the Employment Security Commission (ESC), the Division of Veteran Affairs, the Employment and Training Council, the State Occupational Information Coordinating Committee (SOICC), the Department of Public Instruction (DPI), the Division of Vocational Rehabilitation of the Department of Human Resources, and the North Carolina Center for Public Television.

CHAPTER NINETEEN

FY 1981-82: An Emphasis on Skilled Workers

The State Board of Community Colleges met in a special session on the evening of July 8, hosted by Craven Community College at the Holiday Inn of New Bern. The specified focus of discussion was to identify critical issues that would face the System and the State for the next two decades. The Board was acting in response to a request by Governor James B. Hunt, Jr., for input from boards and commissions.

Teacher Training, Rural Renaissance Funded

The Board met in regular session on July 9 under the direction of Vice Chairman Stacy Budd. Yearly elections were held in accordance with the bylaws, and Budd and Carl Horn , Jr., were respectively re-elected by acclamation as vice chairman and chairman (NCSBCC minutes, 1981g).

The Board approved 1981-82 categorical grants for the visiting artists program to 45 institutions which had requested such grants. In all but six instances the funding was authorized at the maximum allowable amount of $20,394 for a total program cost of $911,906 (NCSBCC minutes, 1981g).

Central Piedmont Community College received an allotment of $216,000 to continue the Rural Renaissance Consortium which consisted of ten widely dispersed local institutions. Since its inception, consortium activities had provided training and experience in module development to more than 200 different instructors and staff members. Approximately 2,000 persons, representing virtually all of the 48 non-consortium institutions and many other states, had attended workshops and presentations lead by the consortium director and/or by regional coordinators (NCSBCC minutes, 1981g).

Local Funding by Legislature Prompts Board Concern

The Board approved the Legislature's special allotment of $500,000 to Vance-Granville Community College for the purpose of establishing a demonstration project between the local institution and public high schools in Vance, Granville, Warren, and Franklin Counties (see Johnson dissertation; Roy dissertation; Woelfer dissertation). The funding was for cooperative programs in industrial maintenance, electronics technology, and electronic data processing

(NCSBCC minutes, 1981g). Enrollment was allowed to count for regular FTE in subsequent years.

The project request had been initiated by the local institution as a legislative bill in the 1981 session of the General Assembly. Board minutes note *in italics*:

> The chairman is further directed to request that all future requests for funding be brought through the State Board prior to legislative introduction (NCSBCC minutes, 1981g).

Funding Formula Changes Noted

Three charts attached to the July 1981 Board minutes show the redistribution of state funds according to a new funding formula—overall change was modified downward by only $3,493 out of a total previous budget of $178,441,690. A comparison of the current operating formula for 1981-82 shows 31 of the 58 institutions experiencing a decrease. A comparison of current equipment using the new formula for 1981-82 shows no changes in the overall funding amount, although decreases were felt by 29 of the 58 instituions. Also, the library formula for 1981-82 lowered receipts at 32 of the 58 institutions for a total of $111 (NCSBCC minutes, 1981g).

Joint Dropout Study Proposal OK'd

The Board met on the evening of August 12 and discussed its recommendations to the governor on "preparing North Carolina for the year 2000" (NCSBCC minutes, 1981h).

The Board met in regular session on August 13, and authorized the submission of a joint proposal with the Department of Public Instruction for a statewide follow-up study of high school dropouts. This proposal for Governor's special (CETA) funds was sent to the Division of Employment and Training in the Department of Natural Resources and Community Development.

In further action, the Board authorized a proposal to study state-level implications of U. S. Department of Labor recommendations on sheltered workshops. Funding for the second project would also come from the Governor's special funds (CETA).

Study of Four Local Programs Mandated

Almost $2 million was awarded on August 14 to local institutions for establishing high cost programs, high priority training programs, skills training centers, and apprenticeship related programs ("Community Colleges Get Funds for Skills Programs," RT 8/14/81). More than $750,000 of the funds would go to set up programs at 22 institutions which would involve $25,000 for operations and $8,000 for equipment in 1981-82 ("Technical Schools Get Training Grants," N&O 8/14/81).

The Department was directed to proceed immediately with a study mandated by the 1981 General Assembly. The study to be made was of the heavy equipment program at Wilson Technical Institute, the truck driver training program at Johnston Technical College, the marine technology program at Cape Fear Technical Institute, and the wood products program at Haywood Technical College (NCSBCC minutes, 1981h).

Newspaper Coverage Cultivated

Chairman Carl Horn, Jr., reported that State President Larry J. Blake and presidential assistant Judy O'Neal, along with certain members of the Board, had held roundtable discussions with newspaper editors in Charlotte, Fayetteville, Winston-Salem, and Asheville (NCSBCC minutes, 1981h). Further discussions were planned with editors in Greensboro and Wilmington. Some good newspaper stories and editorials had resulted and others were expected.

Discussion with the press focused on Chairman Horn's solicitation of industry for equipment and donations. The responses had been favorable, and he was planning an even wider appeal. This success was cited as evidence that the Board could go to the State Legislature and indicate its initiative as evidence that the System had tried to help itself, but that it now needed a remainder of assistance to come from state funds.

New Industry Training Guidelines Set

The Board began a fall retreat at the Blockade Runner Motor Hotel in Wrightsville Beach on September 18. It concluded with a regular session on the following day, at which time it approved the election of Dr. James A. Richardson as president of Western Piedmont Community College effective September 4 (NCSBCC minutes, 1981i).

Guidelines were adopted governing North Carolina's training program for new and expanding industry, and the Department was authorized to allot funds to the institutions in accordance with those guidelines. Citing Chapter 115D of the General Statutes, the Board set forth the following explicit purposes for a state-funded training service to equip the incoming production employees of a new or expanding manufacturing industry with specific job skills:

(1) To encourage new industries to locate in North Carolina and to encourage existing industries to expand;
(2) To offer to the people of North Carolina specific training necessary to qualify for those new production jobs; and

> (3) To help each new or expanding industry to create a productive work force as expeditiously and as efficiently as possible (NCSBCC minutes, 1981i).

The training service was to be made available to any new or expanding manufacturing industry which created a minimum of 12 new production jobs which did not previously exist in North Carolina. Any new or prospective employee referred by the participating company was eligible for enrollment in the program if his job was directly related to the identified production operations (NCSBCC minutes, 1981i).

Emerging Issues Assessed at Board Retreat

The keynote speaker for the retreat was Dr. Lou Bender of Florida State University. His topic was the present and future of community college governance (NCSBCC minutes, 1981i). It was followed by group discussion of the State Board's role in governance, and further discussion of four related issues: the Board's relationship with local boards of trustees; the Board's relationship with local presidents; the Board's relationship with the Department of Community Colleges; and issues for the future. Seven issues for the future were discussed (NCSBCC minutes, 1981i):

The *first issue* concerned the upgrading of training program equipment, much of which was currently obsolete or worn out.

A *second issue* noted the need for a new emphasis and a new design of programs in the area of high school completion.

A *third issue* concerned cooperative apprenticeship programs.

A *fourth issue* concerned funding formula revision.

A *fifth issue* concerned the revision of the fiscal section of General Statute 115D which had not been updated in 1979.

A *sixth issue* concerned compensatory education for mentally retarded adults.

The *seventh current issue* related to the salary schedule for local presidents.

Eight more *potential future issues* were also discussed at the September 1981 retreat (NCSBCC minutes, 1981i): (1) There had been little progress in the development of reliable manpower demand data; (2) Statewide evaluation of the effectiveness of training programs was an issue exacerbated by the lack of student follow-up; (3) The concern for cost effectiveness and accountability was linked to revision of the funding formula; (4) No action was yet being initiated concerning the duplication of continuing education programs; (5) Too many students were being trained in areas of limited demand; (6) No accurate evaluation had been made of the type of training programs from which employers would prefer to accept graduates; (7) Building space throughout the System averaged 78 square feet per full-time equivalent student, but the national norm was 100 square feet; and (8) Staff development—it was noted that the community colleges were a people-intensive industry with a requirement to react quickly to change. Accordingly, the staff needed to be continually upgraded through staff development and inservice education, but no funding recommendation had been included in the Advisory Budget Commission budget.

Board Vice Chairman Budd Dies

The State Board of Community Colleges met in joint session with the State Board of Education on October 7 to discuss two items of mutual interest: (1) enrollment of 16-year-olds and 17-year-olds in the community colleges; and (2) articulation between public schools and the community colleges (NCSBCC minutes, 1981j).

The Board's regular session was held the next day. In the first order of business Chairman Carl Horn, Jr., recognized Clyde Rhyne as a new member of the Board; he replaced James Martin who had resigned for business reasons in May. Secretary of State Thad Eure administered the oath of office to Rhyne and to reappointed members Elton Aydlett, Richard Daugherty, Martha Granger, and Edward High. Chairman Carl Horn later read a letter of resignation from William DeBrule which was accepted with regret.

The Board also unanimously passed a resolution expressing a profound sense of sadness on the recent death of two-term Vice Chairman Stacy Budd. A gubernatorial appointee to the planning commission which guided the change in governance from SBE to SBCC and a charter member of the new State Board of Community Colleges, Budd had previously been a long-time member of the Lee County Board of Education and chairman of the Central Carolina Technical College Board of Trustees for 18 years (NCSBCC minutes, 1981j).

Handicapped Aid Sought, Adult Programs Reviewed

State President Larry J. Blake informed the Board of plans to appoint a task force to investigate possible sources of financial assistance which could enable institutions to provide educational services to all handicapped persons (NCSBCC minutes, 1981j).

A summary of the adult high school program presented as information to the Board in October 1981 noted that during the calendar year 1980 some 23,574 persons in North Carolina had been administered one or more parts of the GED test battery (NCSBCC minutes, 1981j). Of this number 12,938 were males and 10,636 were females. The average age of those tested was 25, with 43 percent of the examinees in the 18-21 age category. Some 16,965 achieved passing scores out of a total of 20,349 who completed the battery of tests.

The summary report noted recent rapid growth in the graduate equivalency degree (GED) testing program. The first 10,000 high school equivalency credentials had been issued over a period of 20 years, and the first 50,000 had been issued over a perod of 30 years. More recently, however, approximately 110,000 credentials had been issued over a period of the previous seven years. Departing former state president Ben E. Fountain, Jr., had been honored by Board resolution in May of 1978 soon after the 100,000th participant had been credentialed (NCSBE minutes, 1978e). Throughout the system there were 35 institutions with AHSD programs, and 79 with GED programs (NCSBCC minutes, 1981j).

Salary Guidelines Changed

The State Board of Community Colleges met on November 12 in the Board Room of the Education Building. Dr. W. Ronald McCarter was approved as president of the Technical College of Alamance effective about February 1. The Board also unanimously elected Lynn Kelso as vice chairman to replace the recently deceased Stacy Budd, and discussed pending legislation during an executive session (NCSBCC minutes, 1981k).

A resolution was passed requesting that local institutions use five percent salary increase guidelines effective December 31. This was to apply for all full-time, permanent employees as of January 1, 1982. In other November action, monthly meeting sites for 1982 were discussed and a consensus was reached that the Board should meet approximately every other month at a local institution site.

Wachovia Donates Scholarship Funds

On the evening of December 16, the Board met at Mull's Restaurant in Hickory to discuss the cooperative skills training program which was being jointly conducted by Catawba Valley Technical College, Caldwell Community College, and Western Piedmont Community College. On the morning of December 17 the Board convened in regular session at Catawba Valley Technical College. Vice Chairman Lynn N. Kelso presided in the absence of Chairman Carl Horn, Jr. (NCSBCC minutes, 1981l).

The Board accepted a donation of $250,000 from Wachovia Bank and Trust Company, N. A., to establish the Wachovia Technical Scholarship Fund. It had been announced by Gov. James B. Hunt, Jr., and Wachovia President John G. Medlin during a December 10 ceremony at Forsyth Technical Institute in Winston-Salem ("Wachovia Sets Up Endowment for Technical School Students," RT 12/11/81).

Budget Process Set, Job Skills Prioritized

A draft questionnaire outlining 15 key issues for the expansion budget requests for fiscal years 1983-85 was included with the December Board minutes (NCSBCC minutes, 1981l). Its tone indicated that the focus of state efforts to recruit high technology industries would be linked with the replacement of obsolete equipment ("Training Equipment Limitations Decried," N&O 12/11/81). An outline for the budgetary process was provided with an accompanying calendar.

The calendar year ended with Gov. James B. Hunt, Jr., identifying the training of skilled workers for industrial development, particularly at community and technical colleges, as his top budget priority for his remaining three years as governor:

> We're going to have to ask for substantial amounts of additional funds so that we have up-to-date, modern equipment ("Hunt to Stress Skilled Worker Training," N&O 12/28/81:21).

Hunt's rationale was that economic growth paid for schools, so economic growth had to come first. This emphasis amounted to a shift of focus for Hunt, who had made the reduction of class sizes in public schools a major campaign theme in 1980. The 1981 Legislature had denied his requests to reduce elementary class sizes from 30 to 26, and to reduce daily teacher-student contacts in high school from 150 to 140 ("Hunt to Stress Skilled Worker Training," N&O 12/28/81:21).

NCCCS Behind Other N. C. Systems in Funding

A national report released by the state Department of Public Instruction on January 13 placed North Carolina 35th in the nation in per-pupil expenditures for public education, up from 37th the previous year. The in-state average was $2,030 compared with the national average of $2,445.

State DPI Superintendent A. Craig Phillips and State Treasurer Harlan E. Boyles each observed that the state may have been spending a disproportionate amount of state dollars on the 16-campus system of the University of North Carolina. Boyles, an *ex officio* member of both the State Board of Education and the State Board of Community Colleges, said:

> The institutions of higher education have been more successful with their activities in the General Assembly. It involves not only the loyalties of the lawmakers but also their ability to understand the higher education budget ("Reports Say N. C. Ranking Rose in Funding of Public Schools," N&O 1/14/82).

In 1963-64, the first year of the Community College System, 62.6 percent of the General Fund went to public schools, 11.4 percent went to the university system, and 1.3 percent went to the fledgling community college systm. In 1980-81 the public schools received 44.2 percent ($1.4 billion), 16.5 percent ($515.2 million) went to the UNC system, and 5.6 percent ($175.7 million) went to the

Community College System ("Reports Say N. C. Ranking Rose in Funding of Public Schools," N&O 1/14/82).

Occupational Courses Get High Marks

Preliminary results of a 1979-80 survey of community college students was released in mid-January. It showed that 78.6 percent of 11,240 respondents thought that their occupational courses were "good" or "very good," and that 70 percent of those who graduated felt their training was related to their present occupation ("Community Colleges Get High Marks," N&O 1/15/82).

The January 13 evening meeting with the executive committees of the Presidents' Association and the Trustees Association at Mission Valley Inn in Raleigh, and the Thursday, January 14, regularly scheduled Board meeting were cancelled due to inclement weather. A winter ice storm with snow, sleet, and freezing rain coated the state from the mountains to the coast. An attempt to reschedule a meeting on January 21 failed to generate a 10-member quorum, so the chairman decided not to call a meeting for January (NCSBCC minutes, 1982a).

Settlement With CPCC Announced

The State Board met with the executive committees of the North Carolina Trustees Association of Community Education Institutions and the North Carolina Association of Community College Presidents during an informal dinner at the Mission Valley Inn in Raleigh on February 10 (NCSBCC minutes, 1982b).

The Board met on the morning of February 11. Two new Board members, Mike Claman and Wayne Peterson, were administered the oath of office by Secretary of State Thad Eure. Dr. Dan W. Moore was approved as president of Southeastern Community College effective March 1 (NCSBCC minutes, 1982b).

Chairman Carl Horn, Jr., announced that in late December he had signed a settlement with Central Piedmont Community College concerning its appeal of the audit exception. Terms of the agreement had not been revealed at that time ("Settlement by School Kept Secret," RT 12/16/81). The State Board had ruled on April 9, 1981, that CPCC should be required to revert $497,000 to the Department of Community Colleges (NCSBCC minutes, 1981d). Central Piedmont appealed that decision in Wake County Superior Court. The settlement, signed by Horn and by local trustee chairman George R. Morgan on December 23, was described to the Board (NCSBCC minutes, 1982b).

Exempt Position Action Reversed

The Board established exempt compensation levels in February for four vice president positions, five assistants to state president positions, and the director of industry services (NCSBCC minutes, 1982b), but in March the Board voted to rescind its April 1981 action when it had exempted those positions from Chapter 126 of the General Statutes (State Personnel Act). Instead of being subject to February's action, the salaries and fringe benefits for those positions were to continue retroactively under the State Personnel Act (NCSBCC minutes, 1982c).

Nursing Board Tension Surfaces

State Board of Community Colleges met in the Education Building on March 11 (NCSBCC minutes, 1982c). Due to a request by Governor James B. Hunt, Jr., to exercise restraint in the cost of meetings, Chairman Carl Horn, Jr., had recommended to the Board in February that campus visits be discontinued through June (NCSBCC minutes, 1982b). Clarence Biggs was approved as acting president of Martin Community College effective February 18, and the Board approved the state's three-year plan for adult basic education for fiscal years 1982 through 1985.

State President Larry J. Blake announced that he had been denied an opportunity to speak before the state nursing board regarding problems which had developed with several nursing programs in various local institutions. Among other considerations, the nursing board wanted to change student/teacher ratios from 10:1 to 8:1 in spite of successful testing results—four of the two-year community college programs had 100 percent passing rates on the recent state licensing exam, while the highest four-year rate was 88.9 percent for graduates of Atlantic Christian College in Wilson ("Need for New Nurse Training Rules Doubted," N&O 4/25/82).

Ernest B. Parry, speaking for the N. C. Association of Public Community College Presidents, had addressed the N. C. Board of Nursing in an April 28 public hearing:

> It is time for the (nursing) board to acknowledge the maturity of the community college system and the evidence of its concern for the quality of training programs ("Stricter Nurse-Training Standards Draw Praise, Ire," N&O 4/29/82).

Representatives of the nursing board had agreed only to meet privately with Dr. Blake and with a representative of the Presidents Association to discuss relative roles and relationships. However, Blake announced his intention to be present at the next meeting of the N. C. Board of Nursing even though he had not been provided a place on the program (NCSBCC minutes, 1982c).

Stanly and Rowan Dispute Cabarrus Turf

The name of Nash Technical Institute had been changed to Nash Technical College effective March 1, 1982. This gave a total of 23 community colleges, 28 technical colleges, and seven technical institutes to date. In other action, the board approved a $40,000 allotment to Wilson County Technical Institute to provide repair and maintenance monies for the heavy equipment program (NCSBCC minutes, 1982c).

Chairman Carl Horn, Jr., announced that the Board did not intend to exercise veto power over any local institution's request of funds directly from the State Legislature if that institution had first petitioned the Board for funds and the Board had been unable to secure the funds itself from the Legislature. This statement was made in recognition of a direct request by Brunswick Technical College for capital outlay funds in 1982-83 (NCSBCC minutes, 1982c).

Chairman Horn also announced that he had received a letter dated March 8, 1982, from Richard Lane Brown, III, in Brown's dual capacity as a trustee of Stanly Technical College and as the legal counsel for that institution. The letter addressed an apparent competition between Stanly and Rowan Technical College over the providing of services in Cabarrus County. The Board instructed State President Blake to ask the local colleges to resolve the differences privately between the two institutions, and to prepare a definition of "duplication" so a resolution could be approved at the April meeting.

Guilford Transfer Request Fails

The Board did not approve a March request from Guilford Technical Institute in Jamestown to add the college transfer program to its curriculum (see Henderson dissertation; Stirewalt dissertation; Taylor dissertation). This came in the wake of concentrated opposition from private colleges, including the Council for Higher Education of the Western North Carolina Conference of the United Methodist Church ("Technical Institute's Conversion Denied," N&O 3/12/82; "Tech Institute Will Not Get College Status," RT 3/12/82). A variety of letters were channeled through the Guilford County Commissioners (NCSBCC minutes, 1982c). Included among them was a letter from former Governor Dan K. Moore to Commissioner Paul Clapp:

> The original idea of the technical institutes across the state was, as their name implies, to give technical training to those who are not interested in going to a liberal arts college. As a former governor I have been concerned with the trend to make these institutions colleges. This, in my opinion, should not be done unless there is definite need for additional opportunities for institutions of higher learning (Dan K. Moore, personal communication, January 28, 1982).

Ralph M. Byers, executive secretary of the N. C. Center for Independent Higher Education, had also opposed the action, saying:

> If that request is approved, there will be absolutely no grounds for disallowing any other technical institute from becoming a community college, and we'll have 58 community colleges. We just don't think that's the way the state ought to be going ("Private Schools Fear Growth of Community Colleges," N&O 3/8/82:A,1).

Employer Study Reviewed, Transfer Talks Planned

The State Board met on April 8 in the Board Room of the Education Building and received a report on performance evaluations from more than 3,600 employers of former students. The questionnaires had been sent to 6,100 supervisors, thus a return rate of 59 percent. The names had been obtained during the statewide follow-up of former students in the summer of 1981. More than 60 percent of the respondents indicated that the training received by the former student contributed substantially to his or her ability for job advancement; that same percentage also said they had hired the former student based upon a direct application made by that student (NCSBCC minutes, 1982d).

Chairman Carl Horn, Jr., announced his plans to discuss the problem of transferability of credit with representatives of the state's private colleges and universities, including University of North Carolina President William C. Friday. The problem had been brought to the surface during the discussion of adding the college transfer program at Guilford Technical Institute.

A memorandum concerning institutional areas was presented to the Board in light of the Stanly-Rowan dispute over Cabarrus County. It noted that no specifically stated service areas had been established for institutions within the System (see Byrd dissertation), even though such areas had been spelled out for administrative purposes and for adult basic education purposes. The local institutions themselves had voluntarily provided the state with *de facto* service areas, and the Board preferred to maintain that flexibility. However, according to a ruling by the Attorney General's office the Board clearly had the authority to establish such areas (NCSBCC minutes, 1982d).

DOA Computer Consolidation Opposed

The Board met in regular session on May 13. Upon a motion by Lieutenant Governor James C. Green with a second by Charles Branford, the Board approved the election of Dr. Frank L. Eagles as president of Wilson County Technical Institute effective July 1 (NCSBCC minutes, 1982e).

State President Larry J. Blake announced that a joint legislative committee was studying the feasibility of putting all computer operations under the N. C.

Department of Administration. Board Chairman Carl Horn, Jr., indicated he would oppose the idea on the basis of economy and cost efficiency. Blake said he had already written a letter on behalf of the Board requesting that the Community College System be exempt from such an action. He observed that any such move would possibly erode the relationship between the Department and the individual institutions (NCSBCC minutes, 1982e).

Business and Industry Needs Pre-Authorized

The Board approved several new programs in response to the needs of business and industry (NCSBCC minutes, 1982e). Prefunding for 1982-83 was authorized for eight local programs in amounts of $16,666 each for equipment and $25,611 each for operations to upgrade existing priority needs. Another 22 programs at 21 different institutions received similar pre-authorization.

Continued funding of $75,240 for each of eight institutions which maintained cooperative skills training centers was also authorized for 1982-83; seven more institutions received the same amount to initiate such centers. Fifty formal apprenticeship classes at six institutions also received authorized funding of $1,440 per class; this total cost would be $72,000 for fiscal year 1982-83 (NCSBCC minutes, 1982e).

Expansion Budget Approved

In May, the Board approved the expansion budget request for 1983-85 based upon area meetings and based upon subsequent review by the executive committees of the Trustees Association and the Presidents' Association (NCSBCC minutes, 1982e). The top priority was training equipment ("New Equipment is Top Priority in Community Colleges Budget," RT 5/14/82), which had received respective rankings of eleventh by the trustees and twelfth by the presidents. The second priority was FTE growth, which had received first and second rankings. The third priority was improved FTE funding, which had received third, fourth, fifth, sixth, and seventh rankings in the survey. Total requirements for the expansion budget request amounted to $118.7 million ("Community College Panel OK's Budget," N&O 5/14/82), $49,366,077 for 1983-84 and $69,369,406 for 1984-85.

Governor Announces Weyerhauser Scholarships

The Board met first in an executive session on June 10, to discuss a legal matter with Deputy Attorney General Andrew Vanore. The first action of the regular session, with Vice Chairman Lynn N. Kelso presiding, was to approve James A. Keyzer as acting president of Anson Technical College effective July 1. State President Larry J. Blake noted that two vacant positions on the State

Board would be filled by the House of Representatives. Blake also pointed out that an amendment to Chapter 115D relating to nursing education was under consideration by the Legislature (NCSBCC minutes, 1982f).

Governor James B. Hunt, Jr., attended the June meeting to announce the donation of an annual scholarship fund by Weyerhauser Company Foundation. Twenty-two $900 one-year scholarships would be provided on an annual basis to nine institutions in the eastern part of the state in appreciation for cooperation and training which had been given to company employees. Vice Chairman Kelso expressed appreciation to Weyerhauser and to Governor Hunt.

CPCC Reversion Request Disallowed

The Board denied a request from the board of trustees of Central Piedmont Community College to credit a $165,000 reversion of 1981-82 funds (due to curtailed expenditures) as part of the payment required in the 1982-83 settlement of audit exception repayments (NCSBCC minutes, 1982f). The settlement agreement had called for repayment schedules of $124,500 for each of two budget years. The total settlement of $249,000, which included CPCC's withdrawal of an appeal to Wake County Superior Court, was considerably less than the $497,451 the local institution was directed to repay under the initial declarative ruling of the State Board.

Nursing Board Limits Proposed

In respective resolutions dated May 17, the North Carolina Trustees Association of Community Education Institutions and the North Carolina Association of Public Community College Presidents went on record opposing the intrusion of the North Carolina Board of Nurses into curriculum, personnel, and administrators affairs of community college institutions (NCSBCC minutes, 1982f).

Following their lead, the State Board passed a resolution at its June 10 meeting supporting legislation in the General Assembly which would limit the North Carolina State Board of Nursing only to the functions of credentialing and licensing. This would eliminate the nursing board from being able to regulate and approve college nursing programs.

State President Larry J. Blake provided a memorandum to the Board regarding the resolutions. It said, in part:

> For years, the State Board of Nursing and/or its staff have imposed regulations, considered to be unnecessary and onerous by the professional staffs of the colleges, on community and technical college nursing programs even though their graduates consistently pass registration examinations higher than four-year college averages. Often standards have been imposed which were more restrictive than the published standards (NCSBCC minutes, 1982f).

Occupational Education Discussed

Dr. E. Michael Latta (see dissertation, 1966), executive director of the State Advisory Council on Education, discussed some ways in which the Board might work more closely with secondary schools and four-year colleges to eliminate further duplication of services (NCSBCC minutes, 1982f). This was a continuation of discussion initially arranged by the State Board at its May meeting. The topics included possible duplication of programs, possible duplication of facilities, and possible duplication of equipment.

Latta also pointed out that although the two systems were being appropriately coordinated at the present, continued efforts would be necessary to insure that the citizens of the state would receive ongoing benefits as external economic forces made increasing demands on occupational education at all levels.

Progress of Survey on the Future Reviewed

A status report was presented to the Board in June concerning a survey designed to assist in developing plans for the future of the System (NCSBCC minutes, 1982f).

Groups internal to the System which had already been surveyed were: (1) the State Board of Community Colleges (see Boyer dissertation; Currin dissertation; Harper dissertation; Oliver dissertation; Stroud dissertation; Templin dissertation; Tollefson dissertation); (2) the chairman and vice chairman of each local board of trustees (see Reavis dissertation; Russell dissertation; Sharrock dissertation; Winner dissertation); (3) local presidents (see Ballard dissertation; Bell dissertation; Davis dissertation; Fuqua dissertation; Henderson dissertation; Madison dissertation; Martin dissertation); (4) instructional officers (see Phillips dissertation); (5) officers in student services (see Emerson dissertation; Jones dissertation; Pennington dissertation; Satterfield dissertation); (6) fiscal officers (see Widmer dissertation); (7) chief adult education officers (see Redd dissertation); and (8) three faculty members (see Thigpen dissertation) per institution (one each in technical, vocational, and college transfer or general education programs).

External groups yet to be surveyed were: (1) members of the General Assembly (see Erwin dissertation; Vann dissertation; Wilson dissertation); (2) chairmen of boards of county commissioners in counties with local institutions (see Thomas dissertation); (3) representatives of the university system (see Brooks dissertation; Cole dissertation; Fearing dissertation; Fritz dissertation); (4) public secondary schools (see Hockaday dissertation; Johnson dissertation; Lassiter dissertation; Mayo dissertation; Tart dissertation); and (5) private colleges.

CHAPTER TWENTY

Fall 1982-1983: Fiscal Restraints and Redefined Goals

Capital funds expended or obligated by the System since 1963 totaled $283,631,805 as of June 30, 1982. Of this grand total, 56 percent or $158,725,516 was from local sources. State sources provided $58,216,649 or 21 percent, vocational education dollars provided $18,390,309 or six percent, and other federal dollars provided $48,299,331 or 17 percent (NCSBCC minutes, 1982i). There was no funding for capital construction provided by the State Legislature for fiscal year 1982-83, except for last minute local appropriations to Brunswick Technical College and Vance-Granville Technical College totaling $175,000 (NCSBCC minutes, 1982h).

Operations Exceed $276 Million

The State Board met on July 8, 1982, at which time new members Carl D. Totherow and T. Jerry Williams were administered the oath of office by Secretary of State Thad Eure. Upon a motion by Lynn N. Kelso with a second by Lieutenant Governor James C. Green, Dr. J. Bryan Brooks was approved as president of Davidson County Community College effective July 15, and Dr. Travis Martin was approved as president of Martin Community College effective August 1 (NCSBE minutes, 1982g).

The 1982-83 fiscal year appropriations from the General Fund amounted to $195,239,458. This amount was set aside for operating requirements. At its August meeting the Board approved the total state and local budgets as submitted by the trustees of institutions in accordance with General Statute 115D-56(b). When funding from other sources was added, the grand total amounted to $276,009,980 for fiscal year 1982-83 (NCSBCC minutes, 1982h).

Desegregation Plan Approved

The Board met on August 12 and approved a revised Desegregation Plan in accordance with federal guidelines (NCSBCC minutes, 1982h). It was developed in compliance with a court order separately from the consent decree between the University of North Carolina and the U. S. Department of Education.

One commitment of the transfer plan was to increase the number of black students transferring into traditionally white universities. According to Dr. Marc

D. Allred (see dissertation), the Department's Vice President for Planning and Research Services, increasing the number of black college transfer students

> is a goal that we haven't met yet, but I think there are legitimate reasons we haven't. It's a product of the times rather than what we haven't done ("Hindrances to Desegregation Cited in Report," N&O 8/13/82).

There was a trend generally within the System away from college transfer study and toward vocational and technical training. Overall black enrollment in the System had increased by 3 percent in 1981, while the total of college transfer students, both black and white, had decreased by 326.

Ford Foundation Grant Supplemented for MDC

An allocation of $10,000 was approved in August to Manpower Development Corporation (MDC) to support a demonstration project for disadvantaged low-income women (see Goode dissertation). The balance of the $150,000 project would be funded through a Ford Foundation grant made directly to MDC. The funds would be used to support services in planning, recruitment and job development/placement activities for disadvantaged women (NCSBCC minutes, 1982h).

A contract was also approved with SOLINET, Southeastern Library Network, Inc. This regional distributor for On-Line Computer Library Center Incorporated (OCLC) would provide a cataloging system and media processing services by assimilating all 58 local institutions into its network of users (see Clark dissertation; Thompkins dissertation).

Statewide ABE Telecommunication Program Funded

In August of 1982, the extent of North Carolina's adult literacy problem was exceeded only by that of Mississippi and South Carolina. The Board approved a grant in the amount of $41,839 to the University of North Carolina Center for Public Television to provide for a jointly sponsored telecommunication program for adults in need of basic learning. These funds would be used to purchase software for adult basic education and pre-general education development. The Center for Public Television would provide $150,200 to cover the remaining costs of the program for 1982-83. It was expected that the funding of broadcasts over public television would provide outreach to approximately 90 percent of the state's population (NCSBCC minutes, 1982h).

Report on Goals, Mission Assessed at Retreat

The Board met in regular session on September 9 at Sandhills Community College in Southern Pines. Upon a motion by State Treasurer Harlan E. Boyles, with a second by Lieutenant Governor James C. Green, the Board approved the election of Dr. Edwin R. Chapman as president of Anson Technical College effective November 1 (NCSBCC minutes, 1982i).

The regular meeting during September was held on the middle day of a three-day retreat. The keynote speaker of the first evening was George B. Autry, president of Manpower Development Corporation (MDC) of Chapel Hill. Included on the agenda was a report on the "Mission, Goals, and Assumptions for the Community College System" by Dr. Marc D. Allred (see dissertation), Vice President for Planning and Research Services. The introductory words of the report stated:

> The mission and the philosophy of the community college system should be the guiding light for all planning and decision-making for and within the system. The basic elements of the mission and philosophy may be considered as a creed—a collection of values and beliefs about the system. These beliefs should be the criteria for making major policy and management decisions (NCSBCC minutes, 1982i).

Following this introduction, the report proceeded to quote directly from the statement of purpose in General Statutes 115D without infusing a philosophical rationale—it treated the General Statutes as synonymous with a mission statement. Furthermore, fundamental concepts and objectives were discussed in the report using the bureaucratic language gleaned from the North Carolina Administrative Code.

Allred's report cited six goals from "Total Education: The Duty of the State." These had been accepted by the State Board in 1977 following a report of the Commision on Goals for North Carolina Community College System. They were as follows:

(1) To accelerate the state's economic growth and development through manpower training programs;
(2) To make education accessible to all adults regardless of age, sex, socioeconomic status, or ethnic background;
(3) To eliminate illiteracy among the adult population;
(4) To enhance the development of effective citizenship skills;
(5) To promote and aid in the develpment of a cultural renaissance; and
(6) To achieve excellence in the effective and efficient use of all human resources available to the system.

The concluding section of Allred's introduction, although it did not contain the philosophical tone set forth under the State Board of Education by W. Dallas Herring's vision of "total education," nonetheless summed seven basic beliefs which had given direction to the System over the years. These were beliefs in:

(1) *Open door institutions* which would admit anyone of suitable age through selective placement.

(2) *Comprehensive opportunities* giving a wide range of academic, vocational, occupational, and special interest education *to citizens of local communities.*

(3) Service to persons *primarily beyond the high school.*

(4) *Low costs* to the student.

(5) Convenient *accessibility* to students.

(6) Providing *universal opportunity* to bridge the educational gap between the high school and senior colleges and universities.

(7) A major *emphasis upon vocational and technical education* and *adult basic education.*

Analysis of Survey on System's Purposes

The "Missions, Goals, and Assumptions for the Community College System" report by Dr. Marc D. Allred included an analysis of 559 survey responses to a sample of 696 individuals at local institutions (80 percent). It also included responses from legislators, county commissioners, and educational administrators in the university system, the public secondary schools, and the independent colleges and universities. The questionnaire design utilized a Likert scale to measure and prioritize 20 assumptions about the future of the system (NCSBCC minutes, 1982i).

Groups *internal* to the System collectively ranked the following as the top five assumptions about the system's purpose: (1) to provide technical programs; (2) to provide inexpensive nearby education; (3) to provide vocational programs; (4) to make education equally accessible to adults; and (5) to excel in the effective use of resources.

The top four purposes as ranked by *external* groups were: (1) to provide technical programs; (2) to provide vocational programs; (3) to provide occupational training to the unemployed; and (4) to provide training to enhance economic growth. There were four items tied for fifth place: to provide inexpensive nearby education; to make education equally accessible to adults; to excel in the effective use of resources; and to eliminate adult illiteracy.

Blake Assesses Goals and Makes Recommendations

A background paper prepared by State President Larry J. Blake accompanied Allred's report. It did not approximate a philosophical mission statement, but did express three explicit goals (and related recommendations) with a different priority than that of the "total education" view.

The *first* goal was: "To insure that North Carolina's Community College System offers training in the skills demanded by the modern economy." The *second* goal was: "To insure that all the people of North Carolina continue to have access to comprehensive learning opportunities through the community college institutions." The *third* goal was: "To eliminate illiteracy in North Carolina, and to raise the level of educational attainment" (NCSBCC minutes, 1982i).

Further Budget Restraints Imposed

On September 21, Governor James B. Hunt, Jr., informed all state department agencies and institutions that, effective immediately, action must be taken to deal with the additional shortfall of revenue (NCSBCC minutes, 1982j). He directed that the approval level be reduced to 94 percent from 95 percent. Accordingly, the State Board notified local institutions to set aside six percent of its allotment instead of five percent, until such time as a better revenue picture had been determined.

A total of $12 million in funding to the System was trimmed by the budget cuts. This ranged from a high of $1.04 million at Central Piedmont Community College in Charlotte to a low of about $45,000 at Pamlico Technical College in Grantsboro ("Budget Cuts to Force N. C. Colleges to Turn Away Students," N&O 10/21/82).

Report Makes Articulation Recommendations

The State Board met on October 14 under the direction of Vice Chairman Lynn N. Kelso in the absence of Chairman Carl Horn, Jr. (NCSBCC minutes, 1982j). Board member A. J. Williams was also absent, representing the Board at the annual meeting of the National Association of Community College Trustees in New Orleans, Louisiana. Board Member Sam L. Wiggins announced that he had submitted his resignation to Governor Hunt effective November 1. Wiggins said that he regretted the pressure of business made it necessary for him to resign, and expressed his appreciation to other members for their dedication to the System.

At its October meeting, the Board endorsed the recommendations in a March 1982 report entitled "Articulation of Secondary/Post-Secondary Vocational/Technical Education Programs." It was submitted by the Joint Committee on Articulation, the North Carolina Council of Local Administrators (a division of the North Carolina Vocational Association), and the North Carolina Association of Community College Instructional Administrators. The report's recommendation focused on program development and management, program implementation, and program improvement (NCSBCC minutes, 1982j).

The Board also received reports on the compensatory education project for mentally retarded adults, and a performance summary on the human resources development program.

Poor Board Attendance, Tuition Discussed

When the State Board met on November 11 at Wilson County Technical College, news coverage had publicized that State President Larry J. Blake was among the five finalists for the presidency of Western Oregon State College in Monmouth, Oregon, a four-year state-supported school with 2,577 full-time and 553 part-time students ("Blake Considered for Oregon Post," N&O 11/6/82).

The Board voted not to endorse the $15 fee for practical skills and advocational courses set by the 1981 General Assembly (NCSBCC minutes, 1982k). It then authorized Chairman Horn to discuss tuition increases informally with the governor and the Advisory Budget Commission (provided that all the money collected was placed into a permanent capital fund).

The Board also voted to seek financial relief from the state budget office to permit full enrollment in technical and vocational courses ("Community Colleges Seek Aid," N&O 11/12/82), and in further action, as a result of concern expressed about attendance at monthly meetings, the Board requested that the state president suggest some guidelines for consideration at the December meeting (NCSBCC minutes, 1982k).

Blake Move Contemplated, JTPA Replaces CETA

During the December 9 Board meeting, upon a motion by Clyde J. Rhyne with a second by T. Jerry Williams, the Board went into executive session to discuss a personnel matter with the state president (NCSBCC minutes, 1982l). It evidently concerned his consideration of other job opportunities. Blake was being considered for the presidency of the Oregon Institute of Technology at Klamath Falls, a four-year, state-supported school with 696 full-time and 145 part-time students, as well as for the presidency of Western Oregon State College ("Blake Mum on Liklihood of Moving," N&O 11/26/82). He had indicated publically that he was a finalist for both jobs ("Blake Finalist for Ore. Posts," N&O 12/6/82).

As a point of information it was noted that the comprehensive employment training act (CETA) had been replaced with the job training partnership act (JTPA). Since this new act had no termination date, it was expected to carry the job training effort of the federal government for several decades (NCSBCC minutes, 1982l).

State Nursing Board Jointly Endorsed

President Charles B. McIntyre of Edgecombe Technical Institute presented a compromise report of the Tri-Level Steering Committee composed of representatives of the State Board of Nursing, the North Carolina Associate Degree

Nursing Council, and the Presidents Association ("Panel Approves Compromise for Nursing Program," N&O 12/10/82). The Board then recommended

> that the restrictions for the implementation placed on the State Board of Nursing be hereby removed by the legislature, and that the State Board of Nursing be allowed to adopt the new standards as approved at their discretion (NCSBCC minutes, 1982l).

The Board chairman was authorized to appoint a liaison committee to work with the institutions and with the legislature to recommend appropriate fees, sources revenue for equipment funds, and any other matters requiring action and coordination.

Board Votes to Eliminate Advisory Council

When the Board met on December 9, recommendations by State President Larry J. Blake were considered. It passed a resolution urging attendance at State Board meetings, and noted that a reasonable number of absences ought not to exceed four per year. The Board also approved recommending to the Legislature several revisions to General Statute 115D: among these were the quorum required for a State Board meeting, the number of meetings required, and the notification of vacancies on the Board (NCSBCC minutes, 1982l). The elimination of the Advisory Council was also recommended.

Legislature Addresses Funding Cap

The State Legislature's Select Committee on Education, co-chaired by Senator Harold W. Hardison of Lenoir and Representative Josephus L. Mavretic of Edgecombe, received a fiscal research report on December 13 which noted that 80 cents of every dollar in the General Fund was allocated to education. This prompted Mavretic to label the situation "an apparently open-ended process," and to support a move for the Legislature to assign a percentage ceiling on education at all levels ("Legislative Panel to Consider Cap on Funding for Education," N&O 12/14/82).

Blake Announces Departure

State President Larry J. Blake announced on December 20 that he would assume presidential duties at Oregon Institute of Technology in Klamath, Oregon, in March. His compensation would be $52,264 plus a house and other benefits. His present compensation was $60,648 plus benefits. Blake, 52, said that his new job offered a professional challenge: "As we move into a future based on high technology, the institutions of technology will play a more important role" ("Community College Head Leaving N. C. for Oregon Campus," RT 12/20/82).

Present Board Chairman Carl Horn, Jr., said that the Board was not dissatisfied with Blake: "He simply took an opportunity for more remuneration to be a president of a four-year college. It's a step upward in his career path" ("Community College System President Takes Oregon Post," N&O 12/21/82).

Speculation as to Blake's successor immediately surfaced following his announcement. Some of the names mentioned were Dr. Johnas F. "Jeff" Hockaday, president of Central Carolina Technical College in Sanford; Dr. Charles B. McIntyre, president of Edgecombe Technical College in Tarboro; Dr. Raymond A. Stone, president of Sandhills Community College in Carthage; and Dr. John L. Tart, president of Johnston Technical College in Smithfield and a member of the State Board of Education ("Community College System President Takes Oregon Post," N&O 12/21/82:A,1).

Also mentioned was former governor Robert W. Scott, whose 1979 competition with Blake to succeed Dr. Ben E. Fountain, Jr., had stirred a measure of controversy. The reverberations from that decision gave rise to present speculation that the vacancy would be filled from someone with North Carolina ties ("N. C. Educator Likely Choice for Community College Job," RT 12/21/82).

Presidential Search Committee Reports

The regular monthly meeting of the Board was held on January 13 at Wake Technical College. Judge Philip O. Redwine administered the oath of office to new Board member Donald C. Eudy who had been appointed by the Governor to fill the unexpired term of Sam L. Wiggins (NCSBCC minutes, 1983a).

Board member Lynn N. Kelso, the chairman of the Presidential Search Committee, presented a review of 26 applications which had been received (NCSBCC minutes, 1983a). The committee, which included Charles E. Branford, Richard L. Daugherty, Donald C. Eudy, Edward J. High, D. Wayne Peterson, and Clyde J. Rhyne, had met the previous evening in the Education Building. It had been appointed by Chairman Carl Horn, Jr., on December 27 to consider applications through January 31 ("Panel to Seek President for Community Colleges," N&O 12/28/82).

Louis Shields, on behalf of the Trustees Association and Dr. Gerald B. James, on behalf of the Presidents Association, were specifically invited to provide input or advice to the Search Committee. It was next scheduled to meet on January 27 to review additional applications and to begin initial interviews.

Guilford Transfer Program Reconsidered, Approved

At the request of the Board of Trustees of Guilford Technical Institute the State Board reconsidered and then authorized its request to establish a college transfer program. This action was subject to approval of the Advisory Budget

Commission. Lieutenant Governor James C. Green, Edward J. High, and Carl D. Totherow abstained from voting. Clyde J. Rhyne requested that his negative vote be recorded in the minutes.

Several reasons for the reconsideration were given. Election of a new county commissioner who strongly supported the college transfer program was cited as a change in the local political climate. There was also a strongly supportive letter from Dr. Gerald B. James, president of nearby Rockingham Community College. One influential commentary was that in a letter written by the Chancellor of the University of North Carolina at Greensboro. His words indicated that a failure to have community college status severely limited the transferability of courses to nearby four-year colleges in spite of GTI's qualified faculty, its integrated curricula, and its quality standards.

Search Committee Reports, Blake Luncheon Held

The State Board of Community Colleges met in regular session at the Radisson Plaza Hotel in Raleigh on February 10, 1983. At the conclusion of the meeting Search Committee chairman Lynn N. Kelso reported that 65 applications were under consideration, and that the slate of nominees would soon be narrowed for the full Board's consideration.

Board Chairman Carl Horn, Jr., presented a fairwell gift to State President Larry J. Blake from the Board, and following an executive session the Board adjourned to a luncheon in honor of Dr. and Mrs. Blake. Gov. James B. Hunt, Jr., the scheduled speaker, was sidelined by hospitalization with a gall bladder attack. He was replaced by Secretary of Natural Resources Joseph W. Grimsley who described Blake as a man who had "really put his heart and soul and mind into improving our state's community college system." Board Chairman Horn added, "I feel like I'm losing a right arm." Blake responded, saying, "You folks do me much more honor than I deserve" ("Blake Says Board Should Name President," N&O 2/11/83:1).

Blake Opposes Hiring Bill

At the beginning of the February Board meeting, during the state president's remarks, Dr. Larry J. Blake urged the Board to oppose a bill pending in the state House of Representatives which would give the Legislature the final say on hiring the System's presidents. Blake would have the authority returned to the State Board of Community Colleges ("Blake Says Board Should Name President," N&O 2/11/83:1).

Prior to the legislation founding the present Board in 1980, the State Board of Education held the authority to hire the president and his key staff members, and to set their salaries. The 1981 Legislature, in a special provision in the appropriations act, made those decisions subject to the approval of the governor.

The concern expressed by Blake coincided with intense speculation about the activity of the Presidential Search Committee. Gary Pearce, press secretary to Gov. James B. Hunt, Jr., said that Hunt intended to remain neutral. The 1979 choice of Blake had caused a rift between Hunt and former governor Robert W. Scott, who was again a front-runner in the selection process. Hunt had denied publicly that he had worked against Scott during that earlier selection process ("Ex-Governor, Educator in Colleges Post Finals," N&O 2/19/83:A,1).

Scott was again a finalist, along with Dr. Johnas F. "Jeff" Hockaday (see dissertation), the president of Central Carolina Technical College in Sanford with a doctorate in educational administration from Duke University ("Scott Touted as Leading Candidate for Communty Colleges Presidency," RT 2/19/83). They were the two front-runners following interviews which included four others: Dr. Raymond A. Stone, president of Sandhills Community College in Carthage; Dr. Charles B. McIntyre, president of Edgecombe Technical College in Tarboro; Dr. Dana B. Hamel, former state director of the Virginia Community College System; and Dr. Leigh H. Hammond of the N. C. Utilities Commission ("Ex-Governor, Educator Finalists for Colleges Post," N&O 2/19/83).

Blake Gives Personal Progress Report

At the February Board meeting State President Larry J. Blake presented an outline of what he considered as accomplishments of his administration during his three and one-half year tenure. He also made note of some "future goals" that the Board might wish to consider. Blake's memorandum, dated February 7, identified the following points under the heading of "Accomplishments" (NCSBCC minutes, 1983b):

(1) Accountability and credibility—an improvement of the quantity and quality of data available to various publics;
(2) Closer linkages with business and industry (with more individuals from the private sector in advisory responsibilties for curriculum, placement and staffing);
(3) Equipment needs justified to General Assembly;
(4) Transition to new State Board with more effective oversight, direction, and attention to state priorities;
(5) Delineation of governance roles of the State Board and local boards;
(6) Improved role in economic development—movement from emphasizing training for manufacturing to emphasizing training for high technology;
(7) Adult literacy reemphasis—cutbacks in federal monies countered by changes to curriculum-level state funding;
(8) Changing program emphasis—flexible funding for critical needs and establishment of a more flexible cooperative skills on-the-job training program with business and industry;

(9) Central training role—the system has clearly been designated as the state's primary training system by policy declaration of Governor James B. Hunt, Jr.;
(10) Increased visibility and national eminence for the System;
(11) Strengthening of Department management with reduction of 20 percent of the work force.

Blake concluded his progress report with a section on "future goals" (also see NCSBCC minutes, 1982i): (1) to obtain adequate equipment funding; (2) to justify improved FTE funding; (3) to implement a reliable labor management information system; (4) to consider differential funding; (5) to establish minimum program competencies; (6) to improve the program approval and deletion process; (7) to train displaced and/or dislocated workers; (8) to monitor critical new program requirements; and (9) to maintain the system's role as a "presumptive deliverer" of skill training in the state. His closing observation was:

> From the perspective of an itinerant educator with considerable experience in evaluating and strategic planning in a variety of educational settings, I firmly believe, without prejudice, that the North Carolina Community College System is the best such system in the United States (NCSBCC minutes, 1983b).

Enrollment Report, Handicapped Report Received

A February report noted that the total unduplicated headcount enrollment of the Community College System in 1981-82 was 601,124 (NCSBCC minutes, 1982b). This was almost 14 percent of North Carolina's population 18 years and older. It reflected a decrease of approximately one percent, some 6,527 students, from the previous year.

In other action the Board approved an interim committee report and adopted a resolution to reaffirm its suppport for providing educational and training services to handicapped citizens (NCSBCC minutes, 1983b). It also noted that the name of Montgomery Technical Institute had been changed to Montgomery Technical College effective April 1 (making a system of 23 community colleges, 29 technical colleges, and six technical institutes).

Regular Meeting Cancelled, Special Election Held

There was no regular meeting in March of 1983, but a special meeting was called on March 1 for the purpose of electing a new state president ("Decision Due on College System Chief," N&O 3/1/83). Board Chairman Carl Horn, Jr., said earlier in the day:

> We'd like to have somebody who commands respect in the General Assembly. We need $30 million to replace the worn-out equipment throughout the

> System. We've got $20 million in the budget, and we'd like to keep that in ("State Community Colleges Choice Expected Today," RT 3/1/83).

The rules of procedure for the special called meeting set forth a sequential agenda including an executive session and the interim appointment of Dr. John L. Tart as acting state president (NCSBCC minutes, 1983c). Search Committee Chairman Lynn N. Kelso began by giving a full statement which spoke highly of 69 applicants. He then expressed appreciation for assistance by Helen Dowdy and Dot Reardon, and made the following declaration:

> The committee felt the entire Board should make the final choice of a narrow field. We feel either candidate can do the job. The hard decision is which one can do it best by providing the leadership and expertise we all desire.
>
> I would like to add that the governor and the lieutenant governor have not involved themselves or exerted any specific influence for any particular candidate. Their only desire has been that the process of selection move forward without any outside undue pressures and that the committee do its best for the system (NCSBCC minutes, 1982c).

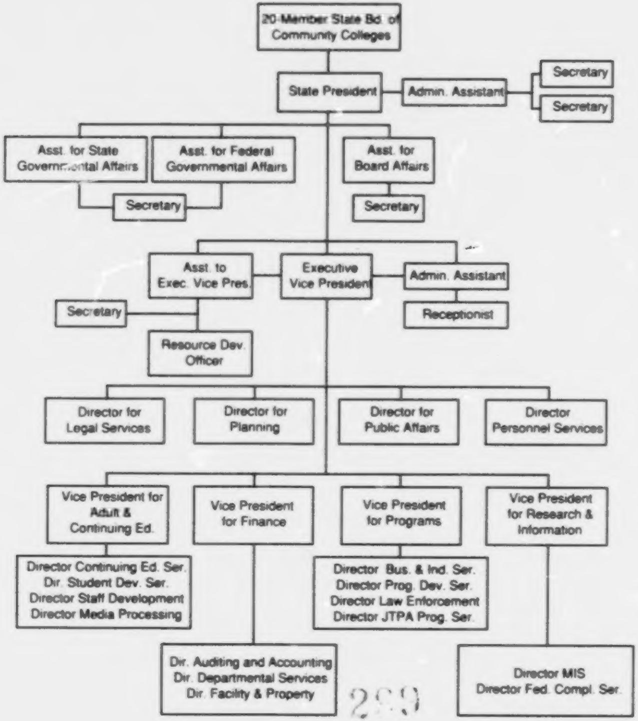
Kelso then noted, as was already public knowledge, that the finalists were Dr. Johnas F. "Jeff" Hockaday and former governor Robert W. Scott. He concluded his remarks by saying that the Board needed to answer a basic question—"Which candidate will best carry forward the policies of this governing board, not only internally with 58 presidents and 58 boards of trustees, but externally with the legislature, administration, and all the citizens of North Carolina?"

There were no nominations from the floor. The Board retired to executive session to interview both applicants. The board then reconvened in open session, and upon a motion by Lynn N. Kelso with a second by Edward J. High, it unanimously elected former governor Robert W. Scott as its state president.

Immediately following, upon a motion by Lieutenant Governor James C. Green with a second by Carl D. Totherow, the Board elected Dr. John L. Tart (see dissertation), a Board member, to serve as acting president until Scott could officially assume his duties on or about March 7, 1983.

THE SCOTT YEARS

1983 to Present


20-Member State Bd. of Community Colleges
State President
Admin. Assistant
Secretary
Secretary
Asst. for State Governmental Affairs
Asst. for Federal Governmental Affairs
Secretary
Asst. for Board Affairs
Secretary
Asst. to Exec. Vice Pres.
Executive Vice President
Admin. Assistant
Secretary
Receptionist
Resource Dev. Officer
Director for Legal Services
Director for Planning
Director for Public Affairs
Director Personnel Services
Vice President for Adult & Continuing Ed.
Vice President for Finance
Vice President for Programs
Vice President for Research & Information
Director Continuing Ed. Ser.
Dir. Student Dev. Ser.
Director Staff Development
Director Media Processing
Director Bus. & Ind. Ser.
Director Prog. Dev. Ser.
Director Law Enforcement
Director JTPA Prog. Ser.
Dir. Auditing and Accounting
Dir. Departmental Services
Dir. Facility & Property
Director MIS
Director Fed. Compl. Ser.

September, 1988

CHAPTER TWENTY-ONE

Spring 1983-1984: A New Deal from an Old Hand

"I feel so good I don't know what to say," remarked former Governor Robert W. Scott at a news conference following his March 1, 1983, election to the state presidency of the North Carolina Community College System ("Scott Gets Education Position, N&O 3/2/83:1). The former co-chairman of the federal Appalachian Regional Commission, long-time dairy farmer from Haw River, and recent political lobbyist had been selected by the State Board of Community Colleges to follow Dr. Larry J. Blake (NCSBCC minutes, 1983c). It was Blake who had been named instead of Scott to succeed Dr. Ben E. Fountain, Jr., in 1979.

"He's the right man in the right place at the right time," observed Dr. John T. Caldwell, chancellor emeritus of North Carolina State University (personal conversation, March 3, 1983). Dr. Johnas F. "Jeff" Hockaday, president of Central Carolina Technical College in Sanford, was the other finalist presented to the State Board by a 7-member selection committee ("Scott Gets Education Position," N&O 3/2/83:1). Hockaday (see dissertation), a few months later, was chosen to head the state system in Virginia ("N. C. Job Contender to Head Va. Colleges," N&O 7/1/83).

"I'm pleased with the confidence that's been placed in me. I'm pleased that I can share in this system's future growth," said Scott. Board Chairman Carl Horn, Jr., cited Scott's "high standing throughout the state," his knowledge of the total state budget, and his first-hand knowledge of the interrelationships between the public school system, the community college system, and the greater university system. When asked what the system might be losing by bypassing a professional educator for a skilled politician, Horn said: "I don't know whether I can answer that one. I'm not a professional educator. Neither is Bill Friday (the president of the University of North Carolina System) nor Terry Sanford (the president of Duke University) a professional educator" ("Scott Gets Education Position," N&O 3/2/83:1). Scott remarked that he had pledged to the Board that he would remain politically inactive, that he looked upon this as a new and challenging career, and that he had no other political ambitions ("Scott to Tap Assembly Ties for Community College Aid," RT 3/2/83).

It was a consensus that Scott's strong suit was his commendable political reputation and his working relationship with the General Assembly (see Erwin dissertation; Vann dissertation; Wilson dissertation). The State Board needed his acumen to attract funds for the financially strapped colleges, most of which were in dire need of equipment and some of which were having to turn students away from the "open door" because of a shortage in operating funds. Yet it was that same reputation for political effectiveness which would regularly overshadow his educational contributions as an executive administrator. Events during his tenure as state president would often place the former governor in a position of having to re-defend his priorities as educator and politican.

New President Addresses Legislative Committee

The day before his first meeting with the State Board of Community Colleges as state president, Robert W. Scott addressed the higher education committees of the N. C. Senate and the N. C. House of Representatives. He urged them not to forget training for North Carolina's illiterate adults in their haste to upgrade technological programs:

> We have a large group of North Carolinians who are unskilled and unprepared and uneducated, and therefore unemployed. These are the adults who lack the survival skills for the routine tasks you and I take for granted. The sheer size of this group is almost overwhelming" ("Scott Asks N. C. Legislators Not to Shun Illiterate Adults," N&O 4/13/83).

Scott cited 945,000 citizens as not being able to read at the 8th-grade level. This is a level generally noted as necessary for understanding newspapers (see Bottoms dissertation; Chalmers dissertation; Colquitt-Wilkins dissertation).

Scott also discussed the problems caused by special appropriations bills which pitted local institutions against each other ("Scott Warns Colleges Against Feuding for Funds," RT 4/13/83). His comments sounded a tocsin which received some editorial support:

> Bob Scott may be good for the community colleges after all. In one of his first appearances before the General Assembly...the former governor issued a timely warning against individual institutions forever running to the Legisature for special funding ("Bob Scott Makes Sense on Community Colleges," N&O 4/24/83).

Scott's comments also stressed the importance of a pay raise for instructors (see C. Barrett dissertation), and said he would never advocate taking from one segment of the state's educational system to sustain another:

> All three of our systems of public education have a role to play, and all are in need of adequate funding. The question we must address ourselves to is: Are we willing to provide for education in North Carolina, kindergarten through the terminal degree? ("Scott Asks N.C. Legislators Not to Shun Illiterate Adults," N&O 4/13/83).

Civil Rights Response Discussed

The State Board met on April 14, and immediately went into executive session with Senior Deputy Attorney General Andy Vanore to discuss a proposed response to the Office for Civil Rights (NCSBCC minutes, 1983d). The response concerned OCR's January 31 evaluation of the revised "North Carolina State Plan for the Further Elimination of Racial Duality in the Public Higher Education Systems, Phase II: 1978-83 for the North Carolina Community Colleges System." Later, during the regular session, the Board approved a response and authorized Vanore and State President Scott to enter into discussion with OCR. Following OCR's reaction, the Board approved a revised response at its May meeting (NCSBCC minutes, 1983e).

Nursing Programs Supported

Upon a motion by I. J. Williams with a second by State Treasurer Harlan E. Boyles, the Board approved the election of Dr. Craig Allen as president of Fayetteville Technical Institute effective July 1. Dr. Clyde A. Erwin (see dissertation), president of Wayne Community College, Bill Rogers, Jean Perkins, and Helen B. Dowdy described activities which had been planned for the System's twentieth anniversary celebration scheduled for May 17 (NCSBCC minutes, 1983d).

The Board approved a resolution concerning associate degree nursing programs, thereby supporting the position that a graduate of such a program in North Carolina should remain eligible to take the licensure examination for entry into registered nursing practice. The resolution further stated that graduates of the one-year vocational nursing programs should continue to remain eligible to take the licensure examination for entry as a licensed practical nurse.

Presidents Oppose Special Legislation

New State President Robert W. Scott gave his first report during which he reviewed his participation in a series of informal regional meetings and his appearance before two legislative committees. Board Chairman Carl Horn, Jr., commended State President Scott on his performance during the first couple of weeks on the job and upon his acceptance by the presidents and local boards of trustees (NCSBCC minutes, 1983d).

Scott also announced that he had received a letter from the chairman of the North Carolina Association of Public Community College Presidents (see Davis dissertation; Henderson dissertation) reaffirming that organization's position against special legislation for specific institutions. It stated, in part:

> The vote on this matter was unanimous with all the presidents standing and showing their disdain for special legislation for individual institutions or small groups of institutions. The feeling is strong that we should all support the State Board of Community Colleges' total budget request and should all take action in opposition to special legislation favoring single or small groups of institutions.
>
> In spite of this action I think there are now seven bills before the legislature which would provide funds contrary to our action. We desperately need your support; otherwise, the system could be separated into fighting factions with the most powerful politically gaining while others lose (Gerald B. James, personal correspondence, April 7, 1983).

Vocational Education Changes Noted

Over 12,000 disadvantaged students were presently enrolled in local institutions using Comprehensive Employment and Training Act (CETA) stipends and tuition payments. However, that source of funds was being replaced by the Job Training Partnership Act (JTPA) which would instead make about $39 million available through local service delivery areas, of which 70 percent would be used for training costs (NCSBCC minutes, 1983d). The Board also approved the second year of an agreement with the State Board of Education concerning the distribution of federal vocational funds.

Seven Honored at 20th Anniversary Banquet

The State Board met on May 18 at the Marriott Hotel in Raleigh (NCSBCC minutes, 1983e), the morning after a Twentieth Anniversary banquet honoring seven individuals who had significantly contributed to the establishment and growth of North Carolina's Community College System ("N. C. Community Colleges Get 20th Birthday Gala," N&O 5/18/83).

Herbert Clifton Blue of Aberdeen, a member of the State Board of Community Colleges, was recognized as the "father of Sandhills Community College." Blue had served for 18 years in the General Assembly and was on the Finance Committee and the Advisory Budget Commission when the founding legislation for the present state agency was passed in 1963. He had also been a member of Governor Terry Sanford's Commission on Education Beyond the High School in 1961.

Wallace William Gee of Burlington was recognized for his 1977-80 tenure as president of the North Carolina Trustees Association of Community Education Institutions, Inc., and for his instrumental role in helping to draft legislation which created the new State Board of Community Colleges.

William Dallas Herring, a member of the State Board of Education from 1955-1977 and its chairman for 20 years, was honored as "an instigator of the industrial education centers, the forerunner to today's community and technical colleges and technical institutes" (NCSBCC minutes, 1983e), and as the precipitator of Governor Sanford's study of education beyond the high school which resulted in the establishment of the Community College System. He had established the financial and philosophical base for the System's first two decades.

James Eubert Holshouser, Jr., Governor of North Carolina from 1972-76, was recognized for keeping campaign pledges which assured each local campus of an appropriation of $500,000 for initial capital construction. Despite poor economic conditions during his administration, the State had been able to grant the system $37 million in new money for construction and $75 million in additional funds for programs and operations.

William Donald "Billy" Mills, one of thirteen members on the 1979 North Carolina Community College and Technical Institute Planning Commission, had been an advocate of the System during two consecutive House terms and two separate Senate terms. He was one of the founders of Coastal Carolina Community College and a member of that board for 13 years, had served as president of the North Carolina Trustees Association of Community Education Institutions, Inc., and had been a member of the Governmental Affairs Committee of the American Association of Community and Junior Colleges.

Isaac Epps Ready (see dissertation), once a public school teacher, principal, and superintendent, was one of the writers of the 1963 Community College Act and served as the first state director of the Department of Community Colleges. Ready had retired from his state post in 1971 and subsequently taught courses in history and philosophy as professor emeritus in the Department of Adult and Community College Education at North Carolina State University. Ready credited the "open door" policy as the key ingredient of the System's success ("Open-Door Policy: First Community College Chief Cites Key to Success," RT 5/18/83).

Former Governor Terry Sanford was honored for initiating the Carlyle Commission in 1961, and chairing the 1979 study which determined the needs of the System and supported the creation of a new Board. Sanford's recognition was linked with the comprehensive approach as set forth in the Carlyle Report:

> one system of comprehensive, public two-year post-high school institutions offering college parallel, technical-vocational and adult education instruction tailored to area needs (NCSBCC minutes, 1983e).

Curriculum Funding for ABE Discussed

In his monthly report State President Scott noted that the Board's move to place adult basic education funding at the curriculum level effective July 1 had been an important topic of discussion at the Presidents Association meeting on

May 17. The concern was that a formula could not likely be developed which would fit every institution (NCSBCC minutes, 1983e).

A glowing report by state Revenue Secretary Mark G. Lynch showed that year-to-date collections through April had increased by 8.8 percent over 1982. This news was well received by the State Board as community college instructional personnel cuts were among those targeted by Governor James B. Hunt, Jr., to make up a projected shortfall in the 1983-84 state budget ("Teacher Layoffs Said Unlikely; Revenue News Optimistic," RT 5/18/83).

Further Opposition to Local Legislation

In his May report, State President Robert W. Scott noted that Senate Bill 421 introduced by Senator Marshall Rauch dealt with the Board's quorum, number of meetings, notification of vacancies, and elimination of the advisory council. Also, Representative J. P. Huskins (later to become a Board member) had introduced House Bill 1044 which would authorize local boards of trustees to contract with local school boards for allowing college courses to be taught for credit to qualified high school students (NCSBCC minutes, 1983e).

Scott had prepared a background paper which addressed the ongoing problem of special local legislation:

> There is great fragmentation of our legislative program and much confusion exists, especially among legislators who ask "Who is speaking for community colleges?" Special bills are being introduced that would appropriate funds to a particular institution. Currently there are six bills pending with more likely to come. There are also several non-money bills that have systemwide significance. Presidents are divided on these bills and both opponents and supporters are lobbying the legislators. Legislators are confused and are asking what our positon is (NCSBCC minutes, 1983e).

Horn Signals Departure as Chairman

Chairman Carl Horn, Jr., thanked the staff of the Department for its work in preparing the twentieth anniversary banquet and gave special notice to Board Member T. Jerry Williams for raising the majority of the funds used to defray the cost of the reception (NCSBCC minutes, 1983e). Horn's informal communication with board members included his announcement that he would step down as chairman on June 30 by not accepting reappointment by Governor James B. Hunt, Jr., to a second six-year term ("Community College Chief Will Retire," N&O 5/19/83). Under the revised state law which had passed governance to the State Board of Community Colleges in December of 1980, 10 of the 19 board members were appointed by the governor. That majority was generally expected to elect whomever the governor would recommend to be chairman.

Guilford Tech Becomes Community College

The State Board met in regular session at the Radisson Plaza on June 9 and approved Dr. N. Jerry Owens as president of Rockingham Community College effective July 1 upon a motion by Lynn N. Kelso with a second by Edward J. High. Upon a motion of T. Jerry Williams with a second by Carl D. Totherow, the Board approved the election of Dr. Charles E. Russell (see dissertation) as acting president of Pitt Community College effective June 1. And upon a motion by I. J. Williams with a second by Clyde J. Rhyne, the Board approved the election of Fred Williams as president of Robeson Technical College effective July 1.

During his monthly report State President Robert W. Scott announced that the Advisory Budget Commission was in the process of approving the request of Guilford Technical Institute to become a community college (NCSBCC minutes, 1983f).

Scott also announced that he had asked Dr. J. F. "Jeff" Hockaday to head a systemwide advisory committee for developing follow-up activities concerning the recommendations on the Commission on the Future of North Carolina (NCSBCC minutes, 1983f). A month later, when Hockaday (see dissertation) was named chancellor of the Virginia Community College System ("Tar Heel Heads Virginia Community Colleges," N&O 7/10/83), Scott asked Dr. Gerald B. James to chair that advisory committee (NCSBCC minutes, 1983g).

Chairman Horn Retires, Dowdy Congratulated

In his final remarks as chairman of the State Board of Community Colleges, Carl Horn, Jr., congratulated Helen B. Dowdy on her graduation from the North Carolina Public Manager Program. Mrs. Dowdy, Assistant to the State President for Board Affairs, and the assistant secretary to the State Board (the state president serves as its official secretary), had been with the System from its inception. She had served as personal secretary to Dr. I. E. Ready prior to the founding legislation, and had been among the vanguard of initial employees of the Department in the spring of 1963 (NCSBCC minutes 1983f).

Horn indicated in his remarks that he was leaving the Board on June 30 with a great feeling of optimism about the System. Noting that the Board was in good hands under the leadership of State President Scott, Horn indicated he had seen the first glimmer of light about equipment funds and assured everyone that he would be an available missionary on behalf of the system. The Board passed a resolution of appreciation which read, in part:

> Whereas, upon assuming chairmanship of the State Board of Community Colleges, he has worked to fulfill three major goals: to improve budgetary controls within the entire community college system, to increase training in

> high technology fields and to secure modern, updated training equipment for all institutions;
>
> Whereas, the tireless efforts and imaginative leadership of Carl Horn in appealing to state government and industry for assistance in improving the North Carolina Community College System has set it apart as a national role model in education and training and has readied the 20-year old system to effectively prepare students for a rapidly modernizing work place;
>
> Be it resolved therefore that the North Carolina Community College System, in gratitude that cannot equal Carl's value to us, expresses its sincerest appreciation for what he means to us personally and to the thousands of North Carolina citizens who have benefitted from his labors (NCSBCC minutes, 1983f).

Horn was also honored by Gov. James B. Hunt, Jr., the next morning with a breakfast at the Radisson Plaza Hotel ("College Board Leader Honored at Breakfast," N&O 6/10/83).

Sandhills Audit Exceptions Appeal Rejected

At the conclusion of the June meeting the Board conducted a hearing to allow Sandhills Community College to appeal audit exceptions which had been taken by the Department's Financial and Administrative Services Division (NCSBCC minutes, 1983f). Following the hearing presentations the Board went into executive session and deliberated the testimonies, then reconvened into open session. It voted to uphold the audit exceptions and instructed State President Scott to work out a satisfactory time-payment plan through which Sandhills could reimburse the Department.

Desegregation Ruling Not Appealed

One week following the June board meeting, the Reagan Administration's Justice Department announced it would not appeal a ruling handed down in March by the U. S. District Court ("Desegregation Speedup Won't be Appealed," N&O 6/19/83). Nine states—including Virginia, Arkansas, Georgia, Oklahoma, Florida, Pennsylvania, Kentucky and Texas—were affected by the ruling.

North Carolina's Community College System was ordered to show "substantial progress" toward fulfilling an earlier desegregation plan. Facing the possible loss of federal funds, the System would be required to prove by September 1984 that steps had been taken to meet certain standards by the fall of 1985. It was an issue which would permeate the early Scott years, and which would require a considerable amount of time and energy on behalf of Department staff personnel.

Forlines Elected New Board Chairman

Election of a new chairman was the first order of business for the State Board of Community Colleges at its July 14 meeting (NCSBCC minutes, 1983g).

There had been considerable turnover and absenteeism on the Board since it began functioning in January of 1981. The majority of the appointees were gubernatorial appointments, two were *ex-officio*, and the remainder were appointed by the legislature.

Whereas historically the State Board of Education had drawn its members from politically involved leaders who were, nonetheless, versed in the field of education and in the tone and temper of public decision making, several of the original members of the State Board of Community Colleges had been chosen specifically for their business background and expertise. Conflicts in time commitments, coupled with the frustrations of public decision-making, had taken their toll. There had been considerable turnover and problems with continuity in decisions during the first 18 months under the State Board of Community Colleges. Consequently, some of the new Board appointees had been chosen for their direct hands-on knowledge of local institutions.

Secretary of State Thad Eure administered the oath of office to new members John A. Forlines, Jr., chairman and president of the Bank of Granite, Barbara K. Allen, Robert Z. Hawkins, William S. Murdoch, and William C. Parton, and the reappointed members, Lynn N. Kelso and Charles E. Branford. Allen, Forlines, Parton, and Edward J. Snyder, Jr. (who would be sworn in at the next meeting) were new appointees by Governor James B. Hunt, Jr. Branford had been reappointed by the governor, and Kelso had been reappointed by the Senate. Hawkins and Murdoch were newly appointed by the House of Representatives.

Kelso, the outgoing vice-chairman, presided. He opened the floor for nominations for chairman by stating, "Governor Hunt wants John Forlines." Carl D. Totherow nominated Forlines, Richard L. Daugherty seconded the nomination, and upon a motion by H. Clifton Blue with a second by Martha N. Granger, the Board voted to close the nominations and thereby unanimously elected him as chairman. Under Forlines's direction Charles E. Branford nominated Lynn N. Kelso to again serve as vice-chairman. I. J. Williams seconded that nomination and moved that the nominations be closed. Donald C. Eudy provided the concurring second and the motion was passed unanimously (NCSBCC minutes, 1983g).

The Board recessed from its regular session only to reconvene immediately as a committee-of-the-whole. The "committee" then met consecutively as the Program Services Committee, the Planning and Research Services Committee, the Financial and Administrative Services Committee, and the Policy Committee, then reconvened in regular session in order to approve decisions reached while acting as committees.

Executive VP Position Created

Upon a motion by Lynn N. Kelso seconded by Barbara K. Allen, the Board approved the establishment of the position of executive vice president. Dr. Edward H. Wilson, Jr. (see dissertation), the president of Roanoke-Chowan Technical Institute ("Scott Names Assistant," N&O 7/19/83), was named to fill that position, subject to the approval of the Governor and the Advisory Budget Commission (NCSBCC minutes, 1983g). Wilson's father, a former legislator, had served the Department during the administration of Dr. Ben E. Fountain, Jr.

In other action, upon a motion by Donald C. Eudy with a second by Charles E. Branford, the Board approved the appointment of E. C. Price as chairman of the management team of Central Carolina Technical College effective July 15.

Tuition Increased, Salaries Changed

A tuition increase from $3.25 per credit hour to $4.25, with a maximum of $51 per quarter for in-state students, was approved by the Board to become effective at the beginning of the fall quarter ("Community Colleges to Hike Tuition 31%," N&O 7/15/83). Out-of-state tuition was also increased from $16.50 per credit hour to $21.25, with a maximum charge of $255 per quarter effective also in the fall ("Community College Tuition to Rise," RT 7/15/83). Registration fees for occupational and academic courses were increased from $8 to $10 per course, and fees for avocational and practical skills courses were changed from $15 per course to 75 cents per membership hour. These increases were to become effective August 1, 1963 (NCSBCC minutes, 1983g).

The Board approved a minimum annual salary of $6,072 and a maximum annual salary of $40,164 for teaching, administrative, and clerical staffs. These amounts, effective July 1, incorporated the five percent salary increase provided by the General Assembly.

Audit Exceptions Reconsidered, Upheld

Following an executive session, the Board upheld its June 9 decision that Sandhills Community College was only entitled to 50 percent credit for the "clinical practice" in the Allied Health classes. It ordered the college to revert to the State Board the difference between the amount of the funds allotted during the period in question and the amount of funds it should have received had it complied with the State Board's interpretation of the regulations. The sum in question was estimated to be approximately $130,000. Sandhills was given the option to revert the monies in installments over the next two fiscal years (NCSBCC minutes, 1983g).

Scott Cites High Technology Needs

State President Robert W. Scott, in an address to the faculty of Blue Ridge Technical College, noted that the average high school graduate was not prepared to step into high technology curricula:

> You can't teach anyone high technology unless he can read, write and compute to begin with. The level of training and understanding needed has risen and is still rising rapidly ("Scott Criticizes Special Funding for Local Colleges," RT 7/27/83).

Scott was linking the quest for quality instruction with the problems created by special interest legislation. He appealed to support from local presidents by pledging to uphold their local influence—"I am committed to a philosophy of autonomy"—and noted:

> What we are seeing are legislators asking for and getting funding in their districts. This may represent a new day, a new game ("Scott Stresses Colleges' Autonomy," N&O 7/29/83).

The legislators' calls for specialized programs was seen as a response to the tight economy and the related Sun Belt high-tech boom which brought about dislocated workers in some traditional industries ("Experts Say Many Textile Jobs Lost," RT 8/15/83); the need for instruction in computers and data processing was drawing adults with a wide range of educational backgrounds into the community colleges ("High-Tech Programs Flourish, 2-Year College Official's Report," N&O 7/31/83).

Civil Rights Response Reflects Upon Mission

The Board approved a response to a June 30 letter from Harry M. Singleton, Assistant Secretary for Civil Rights in the U. S. Department of Education. The response asked DOE to include enrollments in technical and general education as well as in college transfer ("Community Colleges to Seek Black Pupils," RT 8/16/83). Singleton's letter had emphasized three basic points of continued concern—enrollment of black students in the college transfer program, enrollment of black academic personnel, and appointment of blacks to institutional governing boards. The State Board's response extensively outlined modifications in policy statements and implementations of programs designed to comply with the request of the Office of Civil Rights (NCSBCC minutes, 1983g).

From a governance standpoint, however, the document is interesting as one of the first official responses of the Scott administration which reflected upon mission. In setting forth the major purpose of the System, it omitted the original first paragraph of General Statutes 115D-1 from 1963 and stated only the second paragraph added by the Legislature in 1969:

> The major purpose of each and every institution shall be and shall continue to be the offering of vocational and technical education and training, and of basic high school level, academic education needed in order to profit from vocational and technical education for students who are high school graduates or who are beyond the compulsory age limit of the public school system and who have left the public schools (NCSBCC minutes, 1983g).

The words which follow address a key issue in the first of three points addressed by Singleton's letter. The response says:

> Clearly, the college transfer program was not conceived as the major purpose of the community college system. Enrollments indicate that the system is comprehensive in nature with the major emphasis being occupational education as envisioned by the legislature (NCSBCC minutes, 1983g)

The data used to substantiate this statement noted that 29.3 percent of college transfer FTE enrollments in community colleges during 1969-70 had dropped to 17.2 percent in 1981-82; and that total system enrollments when technical institutes were included had dropped the college transfer percentages from 12 percent to 7.2 percent. College transfer FTE in 1969-70 was 5,753 students and in 1981-82 it was 9,275 students. Total FTE system enrollment in 1969-70 was 47,857 students, and in 1981-82 was 128,516. Total FTE in community colleges only was 19,276 students in 1969-70, and 53,949 students in 1981-82.

Carolina Telephone Scholarships Funded

There was no Board meeting in August of 1983. The September 8 meeting of the State Board was held in Clyde, and as the first order of business Judge Jud Downs of Haywood County administered the oath of office to new board member Edward J. Snyder, Jr. President Joseph Nanney of Haywood Technical College and local Board Chairman Curtis Russ then welcomed the members of the State Board and guests (NCSBCC minutes, 1983i).

Upon a motion by Barbara K. Allen with a second by William S. Murdoch, the Board approved the appointment of David W. Sink as acting president of Roanoke-Chowan Technical College effective August 1. Sink was operating in the vacancy created when Dr. Edward H. Wilson, Jr., became Executive Vice President of the Department of Community Colleges. Upon a motion by Martha N. Granger with a second by Melvin C. Swann, Jr., the Board also approved the appointment of Sanford C. "Sandy" Shugart as Vice President for Program Services. He replaced H. James Owen, Jr.

Fifty-two $500 scholarships totaling $26,000, two each to 26 institutions in its geographical service area, were funded by Carolina Telephone and Telegraph Company. The scholarships would be administered by the Department of

Community Colleges. Commitment for the funding was given for two years, with continuing commitments dependent upon future economic conditions (NCSBCC minutes, 1983i).

Board Workshop Sessions Address Mission

During the afternoon and on the day following the September Board meeting, workshop sessions were held at the Pisgah Inn near Haywood Technical College. A memorandum dated August 31 to the members of the State Board from State President Robert W. Scott identified five topics to be covered at the workshop: (1) Mission of the system and role of the Board; (2) "Whom does the community college system serve?"; (3) Community college system relationships with public schools and four-year institutions; (4) Program quality and evaluation; and (5) Community college funding issues (NCSBCC minutes, 1983i).

Scott asked several specific question of the "mission statement" as set forth in the second paragraph of General Statutes Chapter 115D-1:

> Is the mission still valid? Will it remain valid over the final 17 years of the century? Should the community college system remain comprehensive or narrow its focus?
>
> Should the community college system continue to "reach out," to take the educational and skills training opportunities people want, to where they are, at prices they can afford? That is, do we continue to emphasize continuing education or gradually evolve into traditional campuses with traditional offerings?
>
> Should we, in light of increasing costs, attempt to fill the entire void between high school and the four-year schools? (NCSBCC minutes, 1983i).

The accompanying background paper on mission and role notes that the mission of an organization is "a declaration of its purpose—what it expects to accomplish." That is, the mission states what is ideal and desirable to accomplish in broad terms, and "it is also the major standard against which we determine and judge the policies and activities of the system." The background paper goes on to evaluate what the second paragraph of Chapter 115D effectively achieves as a mission statement:

> The statutory mission statement serves to keep the system focused on vocational and technical education. It also specifically mandates provisions of basic academic education for adults through the high school level. These programs—vocational and technical education, and basic academic education for adults—have priority status because of their specific place in the statutory mission statement (NCSBCC minutes, 1983i).

The background paper also notes four specific policies delineated by the Board in the North Carolina Administrative Code (Title 23): (1) All institutions shall have an "open door"; (2) Comprehensive learning opportunities shall be provided; (3) The system shall serve primarily persons over age 18 with appropriate, economical, and convenient learning opportunities; and (4) Learning opportunities shall be provided to meet individual needs regardless of the educational or skill level attained by the individual.

The central statement from Scott's background paper, then, is as follows:

> The mission and policy concepts have the force of law and tradition. The General Assembly has the final decision on mission, although the State Board can exert a powerful influence on the General Assembly by exercising its own authority on issues relating to mission.
>
> The State Board clarifies and focuses the mission through the establishment of policies to implement it. Indeed, almost every Board decision is affected by the Board's understanding and acceptance of the mission and policy concepts. They have worn well with time, but are subject to reexamination in light of changes in the social, economic and political environment (NCSBCC minutes, 1983i).

"The Next Move" Report Received

Vice Chairman Lynn N. Kelso presided when the State Board of Community Colleges met on October 13, 1983. The policy committee received as a matter of information the report entitled "The Next Move" from the State Advisory Council on Education and Dr. E. Michael Latta. Its primary purpose was to recommend changes seen as necessary to improve the overall educational and employment training programs, services and activities throughout the state.

The specific recommendations of the report were: (1) to determine the needed state funds for adult basic education (ABE); (2) to seek to administer state occupational licensing and certification exams; and (3) to exempt "unemployed individuals," as identified by the Employment Security Commission (ESC), from state tuition and registration fees (NCSBCC minutes,1983j).

In a related announcement, State President Scott informed the Board that Governor James B. Hunt, Jr., had plans for appointing a task force of education for economic growth which would include Scott and Board members Richard L. Daugherty and Charles E. Branford.

Funding for seven adult basic education special projects from November 1, 1983, through June 30, 1984, was approved (NCSBCC minutes, 1983j). The Board also approved several new curricula including general office and heavy equipment classes at Martin Community College, and instrumentation technology at Southwestern Community College ("State College Board Approves Projects for Adult Education," N&O 10/14/83).

Workshop Conclusions Summarized

A memorandum to the members of the State Board from State President Scott was attached to the October 13 minutes. It was a summary and follow-up to the workshop meetings on September 8 and 9. Six general principals had been agreed upon: (1) Vocational and technical training shall continue to be the major focus of the community college system. (2) There should be closer interaction with the business community at both state and local levels to keep the focus on preparing people for jobs. (3) Priority commitments should be maintained for basic education of adults. (4) Costs should be kept low. (5) Quality should be emphasized. (6) Programming efforts should include "planned flexibility" (NCSBCC minutes, 1983j).

The memorandum also noted that discussion had been very limited on certain issues including: (1) the designation of geographic territories for institutions; (2) the relationship between secondary schools and community colleges; (3) the status and prospects of continuing education; (4) the adoption of non-traditional methods of instruction; and (5) the achievement of an ideal systemwide mixture of programs for high technology.

Total Capital Outlay Exceeds $295 Million

A report attached to the October minutes indicated that as of June 30, 1983, a total of $295,790,824 had been expended or obligated for capital funds for the Department of Community Colleges since 1963. Of this amount $170,438,388, or 58 percent, was from local funds. Twenty percent, or $58,341,649, was from state funds. Vocational education sources accounted for $18,640,309, or six percent, and other federal dollars accounted for $48,370,478, or 16 percent (NCSBCC minutes, 1983j).

Ongoing Department Reorganization Discussed

The State Board met on November 10 and approved the appointment of Dr. Janice Kennedy as Vice President for Adult and Continuing Education, and of Dr. Leigh H. Hammond as Vice President for Research and Planning. State President Robert W. Scott used the opportunity to discuss his plan for reorganization of the Department of Community Colleges. Other key administrators already in place included Sanford C. "Sandy" Shugart as Vice President for Program Services, Thomas C. King, Jr., as Vice President for Finance, and Executive Vice President Edward H. Wilson, Jr. The Board encouraged President Scott to give due consideration to minorities in filling vacant positions and in promoting within the Department (NCSBCC minutes, 1983k).

Unity, Adaptability Urged

There was no Board meeting in December of 1983, but two late November meetings focused on key issues which would be reprised during the coming year. Chairman John A. Forlines, Jr., spoke to a November 16 joint meeting of the N. C. Industrial Developers Association and the Association of Public Community College Presidents. He issued a warning that bills in the General Assembly which gave some local colleges extra funding jeopardized the unity of the System:

> New programs and new facilities that are the result of political jockeying rather than sound educational and economic planning are not in the best interests of our state or community college system ("Legislative Favoritism Hurts Unity, Community College Leader Says," N&O 11/17/83).

In the second meeting, representatives from the Department joined with Governor James B. Hunt, Jr., and IBM executive Richard L. Daugherty ("Course for Faculty to Cover High-Tech," N&O 11/20/83) in hosting faculty members from the 58 local campuses for a November 21-22 Community College Conference on High Technology at the Royal Villa Hotel in Raleigh ("Professors to Get Course in Technology," N&O 11/16/83). Industries were moving to North Carolina, said Hunt,

> because our community colleges can deliver the flexible, high-quality job training that is essential in a rapidly changing economy ("Hunt Praises Community Colleges," N&O 11/22/83).

Daugherty, Board member and general manager for IBM's Research Triangle facilities, emphasized that jobs were going to continue to change, so the System would need to be prepared to continue to change ("IBM Official Sees Demand for More Technical Training," RT 11/23/83). He suggested the need for closer ties between community colleges and industry, and warned:

> Forty-seven percent of today's work force will have to be retrained by the year 2000. I'm not sure we're ready. And we'd better get ready ("Education, Business Cooperation Urged Amid High-Tech Advances," N&O 11/23/83).

Budget Priorities Approved

The State Board of Community Colleges met on January 12, 1984. Dr. Benny Bryant Hampton, upon a motion by I. J. Williams with a second by Clifton H. Blue, was approved as president of Montgomery Technical College effective February 1, 1984.

Seven budget priorities, previously approved by the executive committee of the Community College Trustees Association and by the unanimous vote of the

Presidents Association, were approved to be submitted to the 1983-84 short session of the General Assembly: (1) salary increases; (2) cost per FTE increases; (3) construction funding; (4) compensation education; (5) faculty upgrading and return to industry; (6) enrollment increases; and (7) library book funds (NCSBCC minutes, 1984a). State President Robert W. Scott left no question about the importance of salary increases:

> The ability to meet salary requirements is the single most important item that must be recognized by the General Assembly during the short session ("Community Colleges Chief Says Salaries Top Priority," N&O 1/14/84).

Board member Edward J. High presented an internal report on hiring of new professional employees within the Department. He emphasized the need for the Department to set an example in hiring black professionals in policy making positions (NCSBCC minutes, 1984a).

"The Next Move" Presented

Dr. E. Michael Latta (see dissertation), the executive director of the State Advisory Council on Education, spoke before the State Board. He gave a brief history of the advisory council and its relationship to the community college system. Latta was accompanied by the Council's chairman, Thomas C. Broughton, who reviewed the 1983 recommendations from "The Next Move" report to the State Board, and noted that the Department personnel were examining the recommendations and would have a proposed response ready within a few months.

Curriculum Standards Authorized

The Board approved standards for vocational and technical programs with the request that each institution modify existing curricula to conform to these standards in the next two years (NCSBCC minutes, 1984a). Sanford C. "Sandy" Shugart, Vice President for Program Services, announced the results of several years of study in an effort to set a standard number of hours for particular courses offered throughout the System ("Standard Community Colleges Courses Proposed to State Board," N&O 11/11/83):

> These standards are a major step in our efforts to ensure quality in our programs and to give business and industry a more clear understanding of what they can expect of our graduates ("Community Colleges Chief Says Salaries Top Priority," N&O 1/14/84).

Since funding for a program was based on the generation of membership hours, this effort began as a result of concern from members of the State Legislature for consistency among similar programs offered in different local institutions (see Armfield dissertation; Chesson dissertation; Hardy dissertation; Price dissertation; Starling dissertation; West dissertation).

Under his state president's report, Robert W. Scott noted that the recent accreditation of Brunswick Technical College by the Southern Association of Colleges and Universities meant that all the local institutions within the system were now accredited. Scott also said that he had begun a series of meetings with editorial staffs of major newspapers to communicate the mission and goals of the Community College System.

Desegregation Status Report Reviewed

The State Board met on February 9 and honored retiring member Charles E. Branford with a resolution. Then, upon a motion by Edward J. Snyder, Jr., with a second by Harlan E. Boyles, the Board approved the appointment of Dr. Charles E. Russell (see dissertation) as president of Pitt Community College effective January 26 (NCSBCC minutes, 1984b).

The Board received the Department's February 1 report submitted to the Region IV director of the U. S. Office for Civil Rights (OCR). This proposed "Desegregation Plan" contained activities and time frames to further increase black professional employment and black student enrollment in college transfer programs. Major targets included the completion of a retention study, the development of a student recruitment manual by a task force, and the identification of transferable curriculum program offerings according to each institution within the System.

Declining System Enrollment Noted

State President Robert W. Scott's monthly report noted that an increase in tuition and fees imposed by the previous session of the General Assembly had resulted in a significant impact on enrollment: fall enrollment was down 4.9 percent in curriculum programs and 2 percent in extension programs ("College Officials Worry Fee Hikes Cut Enrollments," N&O 2/11/84).

The legislative action had resulted in declining institutional receipts, as well as a decline in the number of people served. Tentative fall quarter enrollments indicated that full-time equivalent (FTE) tallies were down 8.9 percent, and that unduplicated headcounts had declined 3.3 percent. Actual receipt collections were 12.7 percent below the budgeted amount for the first six months of the fiscal year (NCSBCC minutes, 1984b).

Joint Articulation Workshops Planned

State President Scott announced that he and State Superintendent of Public Instruction Craig A. Phillips had made plans to address four articulation workshops to be held with local public school and community college personnel around the state. The emphasis would be on the articulation of vocational programs in an effort to avoid duplication of teaching skills and to speed up the time required for a student to achieve proficiency. Scott used the forums to stress support for salary increases ("Colleges Need Retraining Funds, Scott Says," N&O 2/29/84) and for retraining programs ("College Retraining Funds Are Sought," RT 2/29/84).

Scott's First Year as State President Reviewed

When the State Board met on March 8, Secretary of State Thad Eure administered the oath of office to new board member J. Samuel Roebuck. He filled the vacancy created by the departure of Charles E. Branford (NCSBCC minutes, 1984c).

In a memorandum to the State Board dated March 7, 1984, State President Robert W. Scott commented on his first full year in office:

> After one year as State President of the North Carolina Department of Community Colleges, I feel the same excitement and challenge as I did on the first day of the job. The community college system touches the lives of so many North Carolinians in such a positive way that it is very satisfying to be associated with the system. I feel personally that this position is one of the most rewarding opportunities for service in North Carolina (NCSBCC minutes, 1984c).

Scott went on to note that he had visited all but 12 of the 58 campuses during the first year, and had worked to build bridges of communication with various associations and professional groups. He also noted the successful observance of the system's 20th anniversary, and budgetary successes with the 1983 session of the General Assembly: $28 million over the biennium for equipment, nearly $20 million for enrollment growth, the doubling of funds allocated for new and expanding industry, and the acquisition of additional funds for programs to support economic growth. He also noted disappointments in the form of tuition increases, and the proliferation of special bills which unfavorably affected the unity of the system.

Scott was pleased that the U. S. Department of Education had accepted the Desegregation Plan for the System, but bothered that its preparation had required an enormous amount of staff time which constituted a drain on administrative resources. Curriculum standards had been adopted, articulation efforts had been substantially increased, and a process for policy development and review had been implemented. Scott further noted:

> An intangible yet important accomplishment has been to improve departmental morale and, to some extent, morale throughout the system. I have

> made an extra effort to be visible and accessible, to be known as an advocate for our system, to listen and to care.
>
> Openness, friendliness and fairness have been my goals. Creativity and resourcefulness are encouraged, credit is given for achievement or good ideas. Departmental awards have been established for excellence in management and performance. Professionals are given as much freedom and flexibility in doing their work as is feasible (NCSBCC minutes, 1984c).

In a further contrast of his style with that of his predecessor, Dr. Larry J. Blake, Scott indicated that he had refrained from accepting assignments and opportunities outside the state during his first year in office, even though a certain amount of participation in national and professional organizations was expected and useful. His agenda for the upcoming 1984-85 fiscal year included priorities of working with local institutions to meet moral and legal agreements, focusing upon funding necessities with the General Assembly, and giving appropriate attention to Congressional legislation.

He also reflected upon the personal side of his tenure:

> I'm the happiest I have ever been. I'm very much involved in politics in a non-partisan way. I feel good about what I am doing.
>
> The Community College System is a program that touches the lives of North Carolinians in such a positive way, such a constructive, uplifting way, as opposed to institutions that are regulatory in nature, where you come down on people ("Scott Lauded for Bringing Order, Funding Into Community Colleges," N&O 3/4/84).

Others, including legislators and local presidents, were also positive in their assessment of his progress, including former Board member Charles E. Branford who said Scott had parlayed his political savvy into obtaining more benefits and state funding than his predecessor, Dr. Larry J. Blake. Said Representative J. Allen Adams: "He knows how democracy works and was an ideal person and performed very well, and the fortunes of the community colleges immediately rose." Said Wake Technical College President Bruce I. Howell: "For about the first time in five years the overall system is working more harmoniously and cooperatively." Said political activist V. B. "Hawk" Johnson: "Practically everybody running for office this political season has sought his help, and he's avoided all of those—he's kept the faith with his charter" ("Scott Lauded for Bringing Order, Funding Into Community Colleges," N&O 3/4/84).

Role of System Defended

State President Robert W. Scott addressed fellow alumni at the March 11 North Carolina State University Founders' Day celebration. He warned against being so tradition-bound as to be unable to respond to changes in the workplace, a need which itself was cause for establishing the Land Grant universities. He later clarified a *News and Observer* interpretation of those remarks in a letter to the editor:

> Your characterization of community and technical colleges as aspiring to stand "shoulder to shoulder, as co-equals" with the university system is belittling to our students and our institutions.
>
> We are and should be "co-equals," standing "shoulder to shoulder," each with our own mission. One role is not worthier than another.
>
> There is as much value in helping a six-year-old learn to read as there is in helping his parents acquire skills for employment or his brothers and sisters earn baccalaureate degrees ("Scott Clarifies View on Community Colleges," N&O 3/22/84).

Civil Rights Progress Noted

The State Board met April 9 in the Raleigh Woman's Club Building due to renovations in the Education Building. The U. S. Office for Civil Rights had notified President Scott that the Community College System made substantial progress toward its goals during the 1983-84 academic year (NCSBCC minutes, 1984d). The meeting was videotaped by the N. C. Agency for Public Telecommunications. It was broadcast on cable stations statewide on Friday, April 13, 1984. The broadcast was accompanied by a live 90-minute question and answer segment hosted by Kathryn Baker Smith, State President Scott's Assistant for Policy Affairs ("Colleges Urged to Fulfill Needs of State's People," N&O 4/10/84).

Governor Presented "Future" Recommendations

Governor James B. Hunt, Jr., joined the April Board meeting in progress to receive a System-oriented response for his "Commission on the Future of North Carolina." Committee Chairman Gerald B. James presented the report to the Board. His remarks reflected the focus on individual needs:

> We must as a system stay close to the people, to the needs of the common man and woman ("Colleges Urged to Fulfill Needs of State's People," N&O 4/10/84).

The Board in turn presented the report to the Governor as its response to the Commission's recommendations. Hunt responded, saying the System had often tipped the balance when new industries were locating new plants in the state. His remarks focused on collective needs:

> Time and time again, when we were going down to the wire, it was the quality of our community college system that made the difference ("Colleges Urged to Fulfill Needs of State's People," N&O 4/10/84).

In a related matter, State President Scott reported that a long-range planning team had been formed which would meet monthly to identify issues and develop policy positions (see Allred dissertation; Blake dissertation; Tollefson dissertation). The objective was to develop direction for the System over a five to seven-year period. The source of issues would be dialogue with institutional staff, results of the State Board retreat, and national trends (NCSBCC minutes, 1984d).

Desegregation Institute Held

When the Board met on May 10, State President Robert W. Scott gave a status report on continuing efforts to supply requested information for the U. S. Office for Civil Rights. He also reviewed his participation, along with Board member Edward J. High, in an April 24-25 desegregation institute in Charlotte hosted by Central Piedmont Community College. The purpose of that institute was to communicate the results of recent evaluations, to indicate the need for increased progress toward the appointment of blacks to local governing boards, to stress the need for renewed efforts toward the recuitment of additional black students in the college transfer program, and to restate the necessity of reaching employment goals in all categories of employees (NCSBCC minutes, 1984e).

After President Scott's report, Board Chairman John A. Forlines, Jr., turned control of the meeting over to Vice Chairman Lynn N. Kelso so Forlines could make the motion to approve Dr. Eric B. McKeithan as president of Caldwell Community College effective July 1, 1984. Dr. McKeithan would assume his position upon the retirement of Dr. Ed Beam. Chairman Forlines was from Caldwell County and a former member of the local community board. His motion was seconded by William C. Parton and passed.

Small Business Centers Funded

In May the Board approved eight small business education centers and the initial allocation of funding for these centers. It was a concept which had been endorsed by Governor James B. Hunt, Jr., in February ("Hunt Supports Network to Help Small Businesses," N&O 2/2/84), and included the renewal of three "pilot" programs. The funding was to take effect immediately for the balance of the 1983-84 fiscal year. An amount of $291,922 was distributed among Carteret Technical College, Central Piedmont Community College, College of The Albemarle, Davidson County Community College, Gaston College, Guilford Technical Community College, Lenoir Community College, and Roanoke-Chowan Technical College.

The goal of the small business education centers was to "provide accessible and comprehensive educational and informational services to small business owners...through a statewide network" (NCSBCC minutes, 1984e). This was to be done by providing various types of continuing education assistance, developing linkage networks for small business owners, generating related courses in the curriculum, highlighting electives in technical specialties, and generally allowing the campus to serve as a central clearinghouse of information for small business owners.

Scholarship Established, FTE Revised

The Board accepted a donation of $10,000 at the May meeting from the North Carolina Sheriffs Association to establish a scholarship program for students enrolled in curriculum programs in criminal justice, juvenile justice, correction science, and police science. Scholarships of $220 each would be awarded at 46 institutions offering one or more programs in these curriculum areas beginning with the fall quarter of 1984 (NCSBCC minutes, 1984e).

The Board also revised its "full-time equivalent" projections for 1984-85 from a total of 141,166 FTE to 134,500 FTE. Based on current enrollment trends, this showed an expected drop from 92,179 curriculum FTE to 90,000 curriculum FTE, and a drop in 48,987 extension FTE to 44,500 extension FTE (NCSBCC minutes, 1984e).

Salary and Attrition Study Presented

Vice President Sanford C. "Sandy" Shugart presented the results of a study conducted to determine the relative salary levels of faculty in the North Carolina Community College System and effects of those levels on faculty attrition. By comparison with other southeastern states, North Carolina ranked 13th out of 14, and average salaries for instructors were well below those in the University of North Carolina System (NCSBCC minutes, 1984e).

Between November 1982 and January 1983 approximately 327 instructors left the System for jobs in other sectors at salaries averaging 36 percent higher than their teaching salaries. Up to 17 percent of faculty in certain curricula—health, business, computer, electronics, and mechanical and electrical programs—were departing the System each year for higher paying jobs ("17% of Teachers Seek Out Industry," N&O 5/13/84).

A typical departing instructor would achieve an increase in pay of 34 percent ("Community College Instructors Salaries Ranked Next to Last," N&O 5/11/84). Replacements received "comparable" pay, but generally were not as well qualified; in 34 percent of the vacancies, local colleges were unable to hire the most qualified applicant due to inadequate salary or inadequate benefits (NCSBCC minutes, 1984e).

Average salaries in Maryland and Texas exceeded $25,000. Salaries in Florida, Alabama, Georgia, Louisiana, and Virginia were between $21,000 and $22,600. Salaries in Tennessee, Kentucky, Arkansas, South Carolina and West Virginia ranged from $18,00 to $19,400. North Carolina was 13th with an average salary of $17,292, and Mississippi ranked last at $17,279. The southeastern regional average was $21,410. By comparison, the average compensation for full-time University of North Carolina faculty positions was $23,445. This ranged from an undesignated ranking of $17,540 and an instructor's ranking of $19,153 to assistant professors at $22,099, associate professors at $26,778, and full professors at $35,268 (NCSBCC minutes, 1984e).

Telecommunications Project Renewed

The State Board of Community Colleges met on June 14 and approved the election of Dr. Robert M. Boggs as president of McDowell Technical College effective July 1. This was done upon a motion by Melvin C. Swann, Jr., with a second by Carl D. Totherow (NCSBCC minutes, 1984f).

Third-year funding of $7,500 was approved in June for a statewide telecommunications project cooperatively sponsored with the University of North Carolina Center for Public Television. The project was designed to provide basic learning opportunities for adults through public television, specifically programs in adult basic education, pre-general educational development, and general educational development (NCSBCC minutes, 1984f).

Funding by State Legislature Reviewed

In his state president's report Robert W. Scott announced that he had named Cy K. Lynn as his Assistant for Public Affairs. Lynn had for seven years served as special assistant for public affairs in the N. C. Department of Transportation ("Assistant to Scott Named," N&O 6/29/84).

Also, President Scott noted that the Joint Appropriations Committee of the N. C. Legislature had given tentative approval for the Department's 1984-85 budget. Details included a 10 percent salary increase for state employees and teachers, with an additional five percent for upgrading teachers; support for $4.9 million in FTE funding; a 10 percent increase in funds for supplies; $2 million for compensatory education; $20 million or more for construction; some scholarship funding; additional funds for travel; and three new positions for the Department—one in the allied health area, and two to assist with monitoring the civil rights Desegregation Plan. Scott noted that the $600,000 requested for faculty upgrading had been denied, but indicated his intention to resubmit a request for $350,000 (NCSBCC minutes, 1984f).

CHAPTER TWENTY-TWO

FY 1984-85: Of Special Legislation and Desegregation

As of June 30, 1984, the total capital funds expended or obligated by the System since its inception in 1963 amounted to $312,558,964. Local dollars totaled $185,731,588 or 59 percent, and state funding amounted to $58,516,649 or 19 percent. Vocational education dollars totaled $18,640,309 or six percent, and other federal dollars amounted to $49,670,418 or 16 percent (NCSBCC minutes, 1984j)

38 Campuses Get $26,295,700 for Construction

The State Board met on July 12, and upon a motion by D. Wayne Peterson with a second by H. Clifton Blue, approved the election of Dr. David W. Sink as president of Roanoke-Chowan Technical College effective July 1 (NCSBCC minutes, 1984g).

Funding by the recent session of the General Assembly included $216,000 for the Rural Renaissance project, $863,000 for 8 small business centers, and $26,295,700 for capital improvement funds.

Craven Community College received $72,912 and Isothermal Community College received $65,000 to develop eastern and western public radio facilities. Haywood Technical College received $50,000 to provide for administration of its new high technology center for fiscal year 1984-85 (see Fisher dssertation; Waldroup dissertation). Davidson County Community College received $25,000 to microfilm the Bienstock Library Collection on furniture, and $30,000 was provided to hire an economic development coordinator for northeastern North Carolina ("Legislator Accused of Funding Job for Himself," N&O 8/12/84:1).

Moratorium on New Programs Implemented

In July, the State Board decided not to approve any new curriculum programs at least until the November Board meeting due to its concerns over recent additions to Chapter 1034 (NCSBCC minutes, 1984g). Special provisions passed during the 1984 short session required feasibility studies to be made prior to approval of certain programs. State President Robert W. Scott said that he perceived the recent actions of the General Assembly as a trend to require more accountability, not as any negative action toward the Board or the Department.

100 Ministers Hosted at ABE Breakfast

There was no meeting in August of 1984, but a three-day Adult Basic Education Directors Conference was held at Raleigh's Radisson Hotel (see C. Barrett dissertation; Bottoms dissertation; Chalmers dissertation; Jackson dissertation). The conference was the kickoff of a major public awareness campaign ("Educators Aim to Help Illiterates Cross Barriers to Aid Programs," N&O 8/9/84).

The conference finale was a breakfast meeting which had the atmosphere of an old-time church revival. Following testimonials by recent graduates of the adult basic education program—their heartfelt comments were punctuated by the audience of 300 ministers and educators with shouts of "amen" and "that's right"—State President Robert W. Scott invited the approximately 100 ministers from across the state to sign a scroll pledging support for the System's ABE effort. "I ask you to help us make a difference to our fellowman," said Scott:

> One thing we have learned painfully is that as educators we're not always able to convey to these people that we do want to help ("Ministers Heed Call to Help Promote Adult Education," RT 8/11/84).

Dr. Janice Kennedy, the Department's Vice President of Adult and Continuing Education, said staff members would soon be traveling around the state to get more ministers to help (see Barber dissertation; J. Barrett dissertation). The objective was to identify and enroll illiterate church-goers.

President Scott ended his message by quoting scripture—"Inasmuch as you have done it for the least of these, you have done it for me"—and while the ministers responded to the call to sign the scroll, a gospel quartet sang, "Revive Us Again," "Feed My Sheep," and "Tell Me What Have You Done For the Lord Today" ("Ministers Heed Call to Help Promote Adult Education," RT 8/11/84).

Six more SBCs, UNC-C Meet, Board Retreat

The State Board next met on September 7 at Sandhills Community College, hosted by President Raymond A. Stone. The initial two hours were spent in executive session. Then, upon a motion by Lieutenant Governor James C. Green with a second by I. J. Williams, the Board approved the election of Dr. Vincent Revels as acting president of Bladen Technical College effective October 1 (NCSBCC minutes, 1984i).

A total of $287,795 was awarded to initiate small business centers at six locations ("Community College Board OK's Funding 6 Small-Business Centers," N&O 9/9/84).

State President Robert W. Scott reported on a meeting with UNC-Charlotte Chancellor E. K. Fretwell concerning improvement of articulation arrangements. He noted that UNC-Charlotte granted four-year degrees in engineering technology and law enforcement which were designed specifically to build upon associate degree instruction at nearby community colleges.

Following the regular Board meeting on September 7, State Board members participated in a retreat workshop centered around topics outlined in a "North Carolina Community College System Background Book" (NCSBCC minutes, 1984ii). In addition to a historical overview, a statement of mission, goals and objectives, and a description of the system, the manual included strategies for the future plus present and future projections of the general population and labor force (see Boyer dissertation).

Scott Addresses "Tuition Gap"

State President Robert W. Scott responded in early October to a newspaper feature on the rising cost of attending private colleges and universities in North Carolina. In a letter to the editor of *The News and Observer* he pointed out that the "tuition gap" between such costs and the $60 per quarter tuition for students in the Community College System was indeed a concern, but that there were really two key issues at hand:

> The first has to do with the state's responsibility for assuring access to higher education for all capable and willing citizens.
>
> For every in-state student enrolled in the private colleges in North Carolina, the state provides an $850 grant-in-aid. However, this grant is not based on need. All private college students receive it. One wonders if...the interests of the state would not be better served by distributing the $20 million or so on the basis of need.
>
> The second issue here has to do with maintaining the vitality of the private, independent colleges in an era of stabilizing enrollments. State aid...ultimately...could pose a threat to the essential value of the independent colleges—their independence.
>
> State money always carries some kind of strings. Public support should and does imply some form of public accountability, while many private colleges have flourished precisely because they are accountable only to their own vision of liberal education ("Wary of Aid," N&O 10/4/84).

"Building for the Future" Report Received

The State Board met on October 11 and removed the moratorium placed on approvals of new curriculum programs in July (NCSBCC minutes, 1984j).

The Board was notified by the Legislative Research Commission's Day Care Study Committee that the System had been designated as the primary deliverer of training for child day-care teachers and staff.

An annual report was received from Dr. E. Michael Latta and the State Advisory Council on Education. The 15th such annual report, it was entitled "Building for the Future." It specifically recommended that the State Board should petition the General Assembly to enact a law which would prohibit the introduction of special bills for individual institutions. It also suggested that the Board develop a plan to teach needed skills to teachers within the System (NCSBCC minutes, 1984j).

The Council's report recommended that the State Board (SBCC) and the State Board of Education (SBE) jointly request the General Assembly to exercise authority over the Job Training Partnership Act (JTPA) in order to focus the funds for training. It also requested that the State Board of Education either provide more effective leadership for vocational education, or ask that the General Assembly transfer such responsibilties to another Board (see Brock dissertation).

DCC Begins Local In-House Computer Training

Dr. Leigh H. Hammond, DCC Vice President for Research and Information, announced that his division had begun a systemwide training program in the use of computer software and hardware. The training had been previously provided by the company selling the equipment, but Hammond indicated that in-house training would collectively save local institutions approximately $200,000 yearly (NCSBCC minutes, 1984j).

During his state president's report Robert W. Scott indicated that he had asked Helen B. Dowdy, the Board's Assistant Secretary, to begin gathering historical data on the system for its 25th anniversary (see Lochra dissertation; Mayberry dissertation; Penley dissertation; Prince dissertation; Segner dissertation).

Scott recognized Vice President Thomas C. King, Jr. as having been selected to receive the 1984 Governor's Executive Cabinet Award for Executive Excellence. Larry Morgan was recognized for being selected to receive the 1984 Governor's Executive Cabinet Award for Excellence in Management and Supervision. In each instance they were one of eight recipients from among all state employees (NCSBCC minutes, 1984j).

Desegregation Plan Gets Continued Scrutiny

The State Board met on November 8 in the Education Building. As with the October meeting, the session began with a status report of the Desegregation Plan. The U. S. Office for Civil Rights had visited five local institutions to see if they were making good faith efforts toward the implementation of amendments to the state plan adopted by OCR on September 30, 1983 (see Jenkins dissertation; Robinson dissertation). Two of the five colleges had not made special efforts to recruit black students, each had failed to meet enrollment goals in the college transfer program, and none were expected to meet the employment goal of 10.5 percent of black participation in professional categories (NCSBCC minutes, 1984k).

Although all of the colleges visited had followed the appropriate employment procedures, three had local boards of trustees which were not racially representative of their service areas. It was noted that each of the five visits had been made in the western part of the state where the black population was small, but results were still difficult to explain where no special efforts had been implemented. Additional colleges located in the east were scheduled to be visited during the upcoming weeks.

Instructors Conference Held

At the November 1984 meeting State President Robert W. Scott reported that Chairman John A. Forlines, Jr., and Board Member Carl D. Totherow had participated in the recent Instructors Conference held October 14-16 in Winston-Salem. Over 1,600 faculty members from across the System had attended (NCSBCC minutes, 1984k). Chairman Forlines commended the Departmental staff for a successful conference, and noted that the event had served as an effective morale booster (see Gloster dissertation; Wood dissertation), giving faculty members the opportunity to meet with peer groups (see Clay dissertation; Eaves dissertation; Edmundson dissertation; Ellerbe dissertation; Frazier dissertation; Hessenflow dissertation; Wynn dissertation).

"Issue" Papers Prepared for Governor-Elect

Several "issue" papers were prepared during November 1984 by State President Robert W. Scott for the gubernatorial transition team of Governor-elect James G. Martin. One concerned the issue of maintaining high quality in the delivery of education and training through the System. Another concerned the issue of compensatory education. Another concerned the issue of assistance for small businesses (NCSBCC minutes, 1984k).

JTPA Dislocated Workers Contract Ok'd

The Board did not meet in December, but welcomed the new lieutenant governor Robert B. Jordan, III, on January 10. Departing Lieutenant Governor James C. Green received a plaque of recognition from Chairman John A. Forlines, Jr., for service as a charter member (NCSBCC minutes, 1985a).

The Board approved a Job Training Partnership Act (JTPA) contract concerning dislocated workers in the amount of $596,151 with the Employment Security Commission. It provided funding from July 1, 1984, through June 30, 1985, for state-level administration and funding for local institutional training programs.

Vo-Tech Week Celebrated

When the State Board met on February 14, President John McNair of Wachovia Bank and Trust Company announced an additional gift in the amount of $150,000 to be used to provide scholarship funding. This would be added to an earlier endowment of $250,000 (NCSBCC minutes, 1985b).

The Board joined with Governor James B. Hunt, Jr., and other state agencies by adopting a resolution in honor of February 10-16 as North Carolina Vocational-Technical Education Week. It stated, in part:

> Vocational-technical education is the segment of education charged with preparing people for work, and is the backbone of our nation's employment-related education and training programs.
>
> Vocational-technical education's strength is drawn from the fact that it is an integral part of this nation's public educational system, representing a joint federal, state, and local partnership effort to meet our nation's need for a competent work force. These agencies respond to this charge through a variety of programs that offer instruction and related basic education, career development, family living skills, and occupational specific preparation (NCSBCC minutes, 1985b).

Resolutions Respond to Report on Women

In February the State Board adopted resolutions calling for action to improve child care, career counseling, and support for development of women administrators (see Gardner dissertation; D. Jones dissertation) in the System ("College Board Backs Resolutions Targeting Women's Programs," N&O 2/15/85). A related report prepared in response to recommendations by the N. C. Assembly on Women in the Economy, a group formed by former Governor James B. Hunt, Jr., stated that one-fourth of the executives in the System were women ("Report Urges Services for Women in Colleges," N&O 2/14/85).

Copies of each of the three resolutions were to be sent to each local institution, to the president of the Trustees Association, to members of the State Advisory Council, and to the governor (NCSBCC minutes, 1985b). Kathryn Baker Smith, the assistant to the state president for policy development, commented that she was planning immediate action in response to the Board's direction ("Community College Board Backs Better Job Counseling, Child Care," N&O 2/15/85).

Board, Presidents, Trustees Oppose Local Bills

State President Robert W. Scott delivered the same message to both the House Higher Education Committee and the Senate Higher Education Committee on February 19:

> We see too often today our politically strong colleges gaining at the expense of the politically weak, creating inequities in our system. It creates tension...and even mistrust among our administrators. In such an atmosphere, long-range planning becomes an exercise in futility ("Scott Says Community Colleges Being Hurt by Political Struggles," N&O 2/20/85).

Selfishness and politics had turned funding and governing into a free-for-all, said Scott. While the schools were partly at fault, the Legislature was also to blame for dealing with local community colleges directly, he said. This was something it did not do with other systems of higher learning in the state. Scott asked the Legislature to heed the wishes of the State Board of Community Colleges in the same manner as it did the University of North Carolina Board of Governors and the leaders of the Association of Independent Colleges and Universities.

The Presidents Association and the Trustees Association followed Scott's lead on this matter as they jointly sponsored a legislative breakfast on March 1 (NCSBCC minutes, 1985a). Then, at the Board meeting on March 14, Robert Carpenter, the chairman of the North Carolina Association of Community College Trustees, made a public statement which included the following comments:

> We are concerned...that you as the policymaking body for the state system have been preempted in your authority and powers with respect to funding of our schools and their programs. This preemption has come in the form of the so-called "special bills" which surface each session of the General Assembly.
>
> For the sake of our system's future stability, credibility, and strategic planning and growth, it is now absolutely essential that we bring an end to the circumvention of state board authority in meeting funding needs of our 58 campuses. This is a policy decision that properly belongs in your hands.
>
> We, as an association, offer our full support and backing to you in opposing the concept of special local funding bills for our schools and offer our assistance in any way that might be helpful to reach that objective (NCSBCC minutes, 1985c).

Board Conducts Hearing on Service Areas

When the Board met in March, State President Robert W. Scott presented his recommendations concerning the assignment of service areas to each local institution (NCSBCC minutes, 1985c). Several legislators had labeled expansionist attempts by some colleges a "turf war"; newspapers considered it to be precipitated by Representative William T. "Billy" Watkins of Granville County, chairman of the House Expansion Budget Committee, in his effort to secure for his home district a satellite campus in Caswell County as an extension for Person

County's Piedmont Technical College ("Showdown Predicted on College Expansion," N&O 3/13/85).

The Board heard representatives from several local institutions concerning the effects such proposed service area assignments might have on their respective campuses (see Bell dissertation; M. Henderson dissertation; Madison dissertation; Strickland dissertation; Thigpen dissertation). Those giving testimony were President Robert Paap of Catawba Valley T. C., President Charles Poindexter (see dissertation) of Mitchell C. C., President Bryan Brooks of Davidson County C. C., President Ronald McCarter of Technical College of Alamance, President James Blanton of Beaufort County C. C., and Board Chairman Tyler Warren of Martin C. C. (NCSBCC minutes, 1985c). Board member Donald C. Eudy used the opportunity to encourage local personnel to try to work out apparent problems without forcing the Board to make a decision among them ("Feuding Community Colleges Argue Cases Before Board," N&O 3/15/85).

Chairman Forlines Assails Special Legislation

Dr. E. Thomas Satterfield, Jr. (see dissertation), was approved in April as president of Cape Fear Technical Institute effective July 1, and the Board's response to recommendations made by the North Carolina Advisory Council on Education was included in "The Accountability Report For Vocational Education" (NCSBCC minutes, 1985c).

Board Chairman John A. Forlines, Jr., recently selected as Trustee of the Year by the southern region of the National Association of Community College Trustees, expressed appreciation for President Scott's recent presentation to the General Assembly concerning legislative problems. Forlines said,

> The state president, in his remarks to the Legislature, was stating the thoughts, actions, and will of the State Board of Community Colleges on this issue. He fully represented our position to the House and Senate committees on higher education in a way that, I believe, can begin to open the door for us, as a Board, to really do the job we were appointed to do (NCSBCC minutes, 1985c).

Forlines further noted that he was encouraged that Governor James G. Martin had supported this position when questioned by a reporter at a press conference. Forlines then said, "As you know, last year I wrote to every member of the General Assembly after their 'short session' when they enacted special bills that completely disregarded our statewide priority needs. I wrote:

> I honestly believe that this practice will ultimately do great damage to the community college system. The State Board of Community Colleges needs the support of the General Assembly to preserve the integrity of the unified system budget, approved by the State Board in accordance with the policies of that Board and its goals for the system.

> The members of the State Board of Community Colleges, institutional boards of trustees and presidents, business and community leaders interested in the future of our system, have all expressed concern to me that this position should be upheld. Through the actions of the Board, the institutions can best be assured an equitable share of funds and the state can be assured of a well-managed system focused on meetings its needs effectively and efficiently (NCSBCC minutes, 1985c).

Forlines concluded his April remarks to the Board by saying he was sure the members did not question General Assembly's ultimate right of oversight and the Board's accountability to them in accomplishing their mission, but he said he was concerned when he heard allegations from members of the General Assembly about inefficiency and duplication of services in the System. "My point is this," said Forlines:

> If we do not, in fact, have the full authority and control to make policy and to manage our system on a statewide basis, then we can hardly be criticized for duplication of services or inefficiency by those who can, and sometimes do, manage or control parts of the system from a political power base (NCSBCC minutes, 1985c).

Watkins Defends Special Legislation

State Representative William T. "Billy" Watkins responded to the positions expressed during the April meeting of the State Board of Community Colleges—he stated he might introduce legislation to override the State Board of Community Colleges if it didn't go along with the wishes of Caswell County officials ("Caswell Affiliation Shift Backed," 1985).

Watkins had previously contended that State President Robert W. Scott, whose home was in Haw River, was trying to "protect his own personal College of Alamance" ("Showdown Predicted on College Expansion," N&O 3/13/85). Scott had taken the position that what was at stake was

> the integrity of the system's governing and planning processes ("Showdown Predicted on College Expansion," N&O 3/13/85);

Watkins said the question was whether local governments can decide which nearby community colleges would serve their areas:

> I have always subscribed to the theory, and most of the General Assembly has, that it is a local situation and local people should prevail ("Caswell Affiliation Shift Backed," N&O 3/19/85).

Other "turf battles" included competition between Martin Community College in Williamston and Beaufort Community College in Washington over Washington County; Davidson County Community College in Lexington and Mitchell Community College in Statesville over expansion in Davie County; and

Catawba Valley Technical College and Mitchell Community College over providing a furniture program in Iredell County ("Feuding Community Colleges Argue Cases Before Board," N&O 3/15/85).

Desegregation Updates Continue

The State Board met April 11 on the campus of Technical College of Alamance, hosted by President Ronald McCarter. Upon a motion by I. J. Williams with a second by Carl D. Totherow, the Board approved the election of Lynn G. King as president of Bladen Technical College effective May 15 (NCSBCC minutes, 1985d). This was subsequently revised to make the appointment effective April 11 (NCSBCC minutes, 1985e).

A report on the Desegregation Plan noted that a career counseling task force had been initiated. Composed of representatives from 14 institutions, it was expected to develop a non-discriminatory career counseling manual and to recommend its most effective implementation. Meetings were also scheduled to further assist ten institutions in reducing the disparity between black and white completion rates (NCSBCC minutes, 1985d).

Service Area Policy Implemented

The Board accepted a report of the *ad hoc* committee on assignment of service areas in April. Based on those recommendations, the Board approved official designation of authority for local institutions to offer courses in specific geographic areas effective July 1, 1985. The assignment of these service areas was not intended to establish attendance areas for students, but only to regulate the offering of courses by local institutions (NCSBCC minutes, 1985d).

ABLE Grant Funding Announced

In April, Board member Donald Eudy announced a $50,000 grant from First Union National Bank to enable expansion of an innovative computer-assisted literacy program for adults known as ABLE—Adult Basic Literacy Education. The grant called for Board amounts of $10,000 to be matched by local funds.

State President Robert W. Scott reported that the Legislature had passed a bill changing the terms of office for local trustees to four years with no limit on the number of terms. Scott also noted that he planned to lobby intensively for the $25 million requested by the State Board in its proposed construction formula (NCSBCC minutes, 1985d).

TransferApprovals Halted, Bills Proliferate

On May 9 the Board approved college transfer program requests from President Phail Wynn and the Board of Trustees of Durham Technical Institute, and from President Carl Price and the Board of Trustees of James Sprunt Technical College ("Board Endorses Durham Tech Transfer Programs," N&O 5/10/85). The Board then authorized the Department to conduct a seven-point study of the status of the System's delivery of college-level academic programs, announcing that it would not consider any more requests for adding transfer programs until it received a report from this study (NCSBCC minutes, 1985e).

State President Robert W. Scott noted in his legislative report that there were presently 13 special bills and three statewide bills under consideration, plus a bill which would add one member to the State Board (NCSBCC minutes, 1985e).

Other bills were to follow. Representative Aaron E. Fussell of Wake, the co-sponsor of a bill to obtain $2 million for high-technology training at Wake Technical College, said that other legislative delegations were making funding requests for community colleges in their areas, and that Wake legislators needed to follow suit ("Bill Asks $2 Million for High-Tech Training," 1985).

Governor James G. Martin addressed the N. C. Association of Community College Trustees, saying:

> We have seen some institutions achieve remarkable gains at the expense of the system as a whole. The political haves benefit at the expense of the political have-nots ("Community Colleges' Special Funding Threatens Unity, Should End, Says Martin," N&O 5/9/85).

Board Chairman John A. Forlines, Jr., commented that Martin's speech supported the concept of all monies being appropriated through the State Board for allotment to local institutions (NCSBCC minutes, 1985e).

Remedial Training, Transfer Discussed

The problem of remedial training was raised by State President Robert W. Scott during informal discussion with University of North Carolina officials on April 21 and 22 at a meeting of the National Association of Governing Boards in Miami (see Pennington dissertation; Poindexter dissertation; Satterfield dissertation). The university officials had suggested that the Community College System should take over remedial training. Scott indicated his willingness to do so if the University System would, in turn, accept the System's transfers students (NCSBCC minutes, 1985e).

Special Legislation Bill Postponed

State President Robert W. Scott reported on a May 3 meeting at Coastal Carolina Community College with military base commanders and leading educational officers of the four major military operations in North Carolina. They had discussed what the System could do to be more effective in providing better service to military personnel. Among the unique problems were the need for flexibility in scheduling and the transfer of credit (NCSBCC minutes, 1985e).

On May 21, a House committee postponed voting on a bill that would restrict special appropriations for community colleges. The postponement was to encourage more such bills in addition to the 26 then pending.

"Where will it stop?" said President Raymond A. Stone of Sandhills Community College. "Are we going to have open warfare among the 58 institutions?" ("Community Colleges," N&O 5/22/85).

The wave of special legislation was reaching a dangerous crest. It was the culmination of a practice which had been gaining wider acceptance since 1981. Prior to the advent of the new board, the General Assembly had let the governing body allocate state funding according to its own priority list ("Community Colleges," N&O 5/22/85). The "restriction" bill was sidetracked again on May 28 by the House Higher Education Committee, at which time the special requests totaled $35 million ("Bill on Special Appropriations for Colleges is Delayed," N&O 5/29/85).

Minorities and Women Report Received

The State Board met on June 13 and, upon a motion by Wayne Peterson with a second by Barbara Allen, approved the appointment of Joseph W. Grimsley as president of Richmond Technical College (NCSBCC minutes, 1985f). Also, a settlement offer from the Board of Trustees of Sandhills Community College concerning audit exceptions for 1983-84 and 1984-85 was rejected.

An annual report entitled "Participation by Minorities and Women" was presented in partial fulfillment of the Desegregation Plan requirements. The sixth report in a series, it summarized findings about membership of governing boards, employment in the Department and local institutions, and enrollment of students (NCSBCC minutes, 1985f).

Biennial Reports Reinstated

State President Robert W. Scott distributed a copy of the "State Presidents Biennial Report: Highlights of the North Carolina Community College System" in June. Although not presented in the same "handbook" format, it was the first biennial report prepared since 1979, the final year of the administration of Dr. Ben E. Fountain, Jr. (NCSBEE minutes, 1985f).

President's Year-End Progress Reported

State President Robert W. Scott's year-end report to the State Board (dated June 13) reviewed the progress of seven goals he had set forth in March of 1984 (NCSBCC minutes, 1985f). His top priority had been to work with institutions to meet the obligations of a Desegregation Plan—in addition to hosting a number of meetings, the Department had developed a recruitment and retention manual and had formed a committee to stimulate black enrollment in college transfer programs. The second priority was to secure funding—an effort which had resulted in a 10 percent salary increase for state employees and $26 million for construction (the largest amount since 1973).

Priority number three was to continue developing initiatives for the handicapped, existing industry, law enforcement training, and small business centers—43 local institutions had enrolled 3,343 students in compensatory education classes; 15 centers had offered cooperative skills training for 480 businesses and 4,761 employees; state funding had been provided for six additional small business centers; and efforts were being made to prepare new instructors and to upgrade the curriculum to meet new standards.

Priority number four was to launch an adult literacy campaign—over 49,600 students were served during the year, a 27 percent increase over the previous year. Priority number five was to provide leadership in the education community of the state—there had been several contacts with UNC system officials concerning the transferability of credits.

Priority number six was to promote the Community College System through public appearances—every local institution had been visited at least once, and Scott had accepted more speaking invitations than his staff had advised. And results seemed favorable for the seventh priority—to maintain a good relationship with the N. C. Congressional delegation, and to work for favorable treatment in the Vocational Education Act in the federal budget.

Industry Conference Held, Master Craftsmen Sought

The report of a May 1985 conference sponsored by the Department of Community Colleges on the electronics industry was included with the June minutes (NCSBCC minutes, 1985f. Under a section of that report entitled "What will future employees need to know?" there were comments which seemed to generically apply to any industry, not just the electronics industry:

> Even though we want someone to have a broader background, quite frankly, if we interviewed that individual for a job without any specific technical training, we probably wouldn't hire them (NCSBCC minutes, 1985f).

Quotes like these from speakers at the conference indicated over and over again that employers wanted people who not only were specifically trained in a particular skill, but they wanted people who were willing to learn and willing to change. One conference participant evaluated students this way:

> Unless they know how to learn, they are going to be lost. They will be okay for today, but tomorrow they are going to be lost .

The report went on to say that employers were looking for the truly well-trained individual, one who had been trained with a hands-on skill to do the manual portion of a job, and who also could combine that with theoretical knowledge. What we want to see strengthened, said one employer, is the "master craftsman" level of skills that has gotten lost (NCSBCC minutes, 1985f).

Special Bills Continue in Legislature

A bill was passed on June 12 which barred county commissioners from appointing themselves to local boards of community colleges ("Community Colleges," N&O 6/13/85). Its opponents had said commissioners could serve effectively in such a liaison capacity ("House Favors Bar to Commissioners' Being Trustees, Too," RT 6/11/85). The issue was apparently part of the Community College System's "turf war."

At the Board meeting on June 13, State President Scott announced that there were 31 special bills pending in the Legislature. They represented a grand total of $35,532,000 in direct funding for 29 local colleges (NCSBCC minutes, 1985f).

On June 25, both chambers of the Legislature approved a budget plan which included a provision for Piedmont Technical College to "solely and exclusively" operate a satellite campus in Caswell County—"The people in Caswell wanted to be with Piedmont (Tech), and I put it in," said Representative William T. "Billy" Watkins; President W. Ronald McCarter of Technical College of Alamance observed:

> It sounds like somebody wasn't happy with the compromise the state board had worked out ("Budget Plan for College's Domain Thwarts State Board," N&O 6/26/85).

The State Board had divided the extension of service to Caswell County between Piedmont Tech and Technical College of Alamance, and had provided for Rockingham Community College to offer additional college transfer courses which were not available. State Board Vice Chairman Lynn N. Kelso commented:

> Sometimes it is demoralizing. They put a lot of time and effort—both the department (of community colleges) and the board do—in arriving at their decisions.
>
> Legislators are the ultimate decision-makers because they control the budget. We'll just do the best we can with that provision ("Budget Plan for College's Domain Thwarts State Board," N&O 6/26/85).

CHAPTER TWENTY-THREE

FY 1985-86: Building New Relationships

The first order of business for the State Board at its July 11 meeting was to re-elect John A. Forlines, Jr., as chairman and Lynn N. Kelso as vice chairman. Secretary of State Thad Eure gave the oath of office to new board members Joanne W. Bowie, Asa B. Dail, J. P. Huskins, William F. Simpson, and Grady G. Franklin, Jr. The reappointments were Barbara K. Allen, Carl D. Totherow, and D. Wayne Peterson (NCSBCC minutes, 1985g).

Forlines, 67, was president and board chairman of the Bank of Granite in Granite Falls, near Lenoir in Caldwell County. From 1964 to 1983 he was chairman of the board of Caldwell Community College and Technical Institute ("Watching over State's Community College System," N&O 6/30/85).

Status Report on Desegregation Plan

The newly constituted Board was advised that an annual report to the U. S. Office for Civil Rights was due in August. Department staff members were involved in trying to settle certain issues without court action. The report was to include the results of a survey of all institutions made to document institutional activities relating to recruitment, student placement, retention and remedial programs, plus staff and faculty employment (NCSBCC minutes, 1985g). In a related staffing decision, the Board gave approval for the Department to employ up to 217 persons without the prior approval of the State Board. This reflected an increase of eight positions over the previous biennium.

The Board also approved sex equity grants totaling $220,990 to 12 local institutions. These Carl D. Perkins Vocational Education Act funds were awarded to successful proposals which had been scored by reviewers and ranked by coordinators. The objective was to provide programs, services, and activities to eliminate sex bias and stereotyping, and to enable females to support themselves and their families.

JTPA Proposal, More SBCs Approved

A proposal under the Job Training Partnership Act (JTPA) was approved which increased the Department's role in the decision-making process at the state level, thereby helping the System to become N. C.'s primary deliverer of skills training. Under the proposal, the Department's Division of Employment and Training was provided with $348,928 for coordinating JTPA activities, and $636,700 was provided to selected local campuses (NCSBCC minutes, 1985g).

Five new small business centers were approved in July for funding of up to $50,000 each, subject to funds being made available by the General Assembly for fiscal year 1985-86. Fourteen existing small business center projects were allocated a total of $600,000, in amounts ranging from $42,000 to $45,000 for each institution (NCSBEE minutes, 1985g).

Also in July, the Board authorized capital improvements in the amount of $21,009,500 for 1985-86 and $11,850,000 for 1986-87, and approved FTE formula allocations for the System in the total amount of $285,842,193 (NCSBCC minutes, 1985g).

Western Carolina University received $82,599 to enable vocational and technical teachers in two-year institutions to earn baccalaureate degrees; Central Piedmont Community College and Western Piedmont Community College each received $64,000 in funding to provide assistance to hearing impaired students; the Rural Renaissance Project received continuation funding of $194,832; and Craven Community College received $72,912 and Isothermal Community College received $65,000 to develop public radio facilities.

Three Non-Profit Agencies Get ABE Funds

Three non-profit agencies were funded in July to provide adult basic education programs for 1985-86. They each met the qualifications of federal legislation. Charlotte Area Literacy League, Fayetteville Urban Ministry, and Scotland County Literacy Council each received $20,000 (NCSBCC minutes, 1985g). At an August 2, 1985, ABE conference in Greensboro, twelve months after beginning a major initiative with 100 ministers at a breakfast in Raleigh, President Scott said:

> It is sobering to realize that we have only reached 6 percent of those adults who most desperately need our adult basic education program, and after one year, despite all our efforts, and recognizing all our accomplishments, for every adult we enrolled there are still 17 we haven't reached yet ("Literacy Classes Reaching Few, Educator Says," N&O 8/2/85).

Legislature Funds Future Needs Study

Among the 12 System-related bills pending in the Legislature as of July 11 was a provision which would increase the State Board from 19 to 20 members and make four-year terms for local trustees (beginning July 1, 1985).

The Legislature had already appropriated $100,000 to be used for a comprehensive study of the future needs of the System. It required that the State Board enter into a contract with an outside agency which, in turn, would report through the State Board. Conclusions were to be reported to the Legislature 30 days prior to the convening of the 1986 Session (NCSBCC minutes, 1985g). It was announced in December that the contract was awarded to the Research Triangle Institute (NCSBCC minutes, 1985k).

State President Scott announced that he had been visited on July 8 by a group of Mitchell County Commissioners (see W. Thomas dissertation) and the county manager who had conveyed complaints concerning management of Mayland Technical College (NCSBCC minutes, 1985g).

Also, during his report Scott noted that Dr. Ben E. Fountain, Jr., a former state president, would retire as local president of Isothermal Community College effective July 31 ("Fountain to Retire from College Post," N&O 7/10/85).

Legislative Lobbyist Retained

There was no meeting in August. The State Board next met in regular session on September 12 at the Dare County Center of College of The Albemarle in Manteo. It immediately went into executive session to discuss a legal matter with Senior Deputy Attorney General Andrew Vanore, and following that session voted unanimously to direct the state president to address "the Mitchell Community College situation" in Iredell County (NCSBCC minutes,1985i).

Upon a motion by William C. Parton and a second by Edward J. High, the Board approved the appointment of Dr. G. Herman Porter as acting president of Isothermal Community College effective August 2, 1985. President Scott announced that the *North Carolina Magazine* would do a feature story on the Community College System.

Upon a motion by J. P. Huskins with a second by Barbara K. Allen, the Board approved the appointment of Roger W. Bone as assistant to State President for State Governmental Affairs. A Rocky Mount native and former member of the N. C. House of Representatives from the seventh district, Bone had been serving as legislative assistant to the Speaker of the House during the previous six months ("Ex-Legislator Gets Colleges Job With Scott," N&O 9/15/85).

Eight Annual Desegregation Response OK'd

The eighth annual response to the Desegregation Plan was included with the September minutes. This latest installment was developed in accordance with a letter from the Office of Civil Rights dated September 30, 1983.

Cooperative program agreements between 16 local institutions and their nearby school systems were approved (see Dunn dissertation; O. Johnson dissertation; Mayo dissertation). These provided for a number of supplementary programs as well as increased articulation (NCSBCC minutes, 1985i).

Four day-care projects totaling $120,617 were funded through the Carl D. Perkins Vocational Education Act for Carteret Technical College, Central

Piedmont Community College, McDowell Technical College, and Western Piedmont Community College in the total amount of $120,617 ("Four Community Colleges to Get Funds for Day-Care Services," N&O 9/14/85).

State Board Retreat Held

The State Board's annual retreat was led by Dr. Richard T. Ingram, executive vice president of the Association of Governing Boards of Universities and Colleges. The first five issues for possible discussion on his prepared agenda indicate his focus on mission and organization renewal:

> 1. What convinced the legislature and the governor that a new state board should be established for North Carolina's 58 community colleges?
> 2. What special mandates do you feel were given your Board in 1980-81? How has the Board and its staff done in meeting them?
> 3. Is the enabling legislation which created the State Board adequate to enable it to function as effectively as it should? If not, how could the legislation be strengthened?
> 4. Do you see the State Board's primary responsibility to establish and implement state policy, or to protect institutional autonomy and advocate community college education?
> 5. Do you believe that the mission of the community college system in North Carolina is clearly articulated and understood by the members of the State Board of Community Colleges? Local boards and presidents? Other parts of the higher education system? Members of the legislature? Governor? General Public? (NCSBCC minutes, 1985ii).

A memorandum dated September 16, 1985, prepared by Kathryn Baker Smith, Assistant to the State President for Policy Affairs, summarized recommendations which came out of the Board retreat:

> Board members wanted to devote more time to their deliberations. There was strong support for functioning as a committee-of-the-whole on most issues.
>
> The Board and the Department were observed as needing better communications with the Trustees Association in order to mobilize support from the trustees for the System.
>
> It was noted that a serious examination of alternative ways of allocating funds was needed. Although there was continued support for a uniform budget and emphasis on the need to raise salaries, it was asked that the staff report on options for alternative formulas including differential funding for programs based on cost.

> The Board asked that the staff recommend methods to allow the Board a periodic review of the 58 institutional presidents (see Brenneman dissertation; Kemp dissertation) and the state president.
>
> Finally, the staff was asked to develop a proposal for implementing a quality assurance program, with measures such as completion rates, employment rates, and other appropriate measures (NCSBCC minutes, 1985ii).

Vocational Programs Initiative Plan Set

Assistant Vice President Leigh H. Hammond presented a status report for ongoing research projects at the State Board retreat in September (NCSBCC minutes, 1985ii).

An updated Vocational Programs Initiative Plan which was also presented. Its introduction stated:

> The North Carolina Community College system is experiencing significant declines in enrollment in a number of vocational programs. At the same time there are shortages of trained workers in a number of traditional craft occupations for which these programs train. These workers are essential to the economic health of the construction, industrial production, and transportation industries (NCSBCC minutes, 1985ii).

Dispute Resolved, Awards Established

When the State Board met at Wilkes Community College on October 10, 1985, it went into executive session to discuss the Mitchell Community College situation (NCSBCC minutes, 1985j). Later, during regular session, the Board approved the annual budget of Mayland Technical College, subject to written notification from Mitchell, Avery, and Yancey county commissioners that prior conditions placed on the budget had been removed. In September the State Board had approved budgets as submitted by the boards of trustees of every local institution except Mayland (NCSBCC minutes, 1985i).

Two major awards were established by the Board in October, one for excellence in teaching, the other to recognize significant contributions to the System. The latter eventually came to be known as the I. E. Ready Award (NCSBCC minutes, 1985j).

Nursing Board Exams Reviewed

During State President Robert W. Scott's October report, he noted that students from 31 local institutions had taken nursing board examinations for registered nursing in July of 1985, and he said he was very pleased that a total of 859 students had passed the boards for a 91 percent passing rate. Six institutions had posted a 100 percent passing rate: Caldwell Community College and Technical Institute, College of The Albemarle, Gaston College, Rockingham Community College, Western Piedmont Community College, and Wilkes Community College.

Scott also announced that President Richard Hagemeyer of Central Piedmont Community College would retire effective June 30, 1986 (NCSBCC minutes, 1985j).

Governor's Efficiency Study Report Received

A 10-page report of the Governor's Efficiency Study Commission on the Department of Community Colleges was presented to the Board in October (NCSBCC minutes, 1985j). Governor James G. Martin had also named a committee to study implementation of these recommendations. Edward H. Wilson, Jr., the Department's executive vice president, was named to serve on that committee.

The report would be the basis for further discussion, as well as some recommendations for change. Its introduction constituted a summary of the Department of Community Colleges as of 1985:

> Originally, these colleges were established to provide vocational and technical training for upgrading the skills of the state's labor force. Over time, the scope of operations has expanded to include basic high school education, adult literacy training, and remedial courses for vocational and technical students. Two-year college transfer curricula are provided at 44 community colleges, while the remaining 34 are technical colleges and institutes.
>
> As chief operating officer, the department's president supervises a staff of 214. The fiscal 1985 budget was $327 million. Operational responsibility for the system is assigned to the Department of Community Colleges under the direction of the State Board of Community Colleges. The Board, composed of 19 trustees, acts as the policy-making body. Ten members are appointed by the governor and seven by the General Assembly, while the lieutenant governor and the state treasurer serve in an *ex officio* capacity. [House Bill 343 changed the total to 20 members, allowing the General Assembly to appoint four members from each chamber (NCSBCC minutes, 1985g).]
>
> Each institution is governed by a local board of 13 trustees. The Governor, local board of education and local county board of commissioners each appoint four members. The president of the student body serves as an *ex officio* member.
>
> Academic enrollments for 1983-84 averaged 36,665 full-time equivalent (FTE) students. Non-credit extension courses during the same period had an FTE average of 43,428. State appropriations are based on a formula

which translates FTE figures into budget dollars on a proportional basis among the schools.

The Department of Community Colleges, which provides day-to-day administration for the system, has recently been reorganized. The new structure consists of two functional units: executive and operating. Five areas are included in the president's executive group, each supervised by an assistant: public, policy, board, governmental and legal affairs. Operating activities encompass seven areas reporting to the executive vice president: department management, personnel services, industry services, finance, adult and continuing education, program services, and research and planning.

The community college system has expanded so activities now overlap those of secondary and higher education. Duplications exist in college transfer courses, adult education, remedial instruction and high school equivalency. In addition, the present funding approach places undue emphasis on enrollments as opposed to educational results. Furthermore, necessary operating authority has not been delegated to the department so it can improve upon system-wide management control (NCSBCC minutes, 1985j).

Former Leaders Honored

The Board hosted a dinner on the evening of November 13 in honor of former State Board chairmen Dallas Herring, David Bruton, Carl Horn, and present Board Chairman John A. Forlines, Jr. Also honored were former state presidents I. E. Ready, Ben E. Fountain, Jr.; current State President Robert W. Scott; and former State Board members H. Clifton Blue, I. J. Williams, and Melvin C. Swann, Jr.

Portraits of the chairmen and state presidents were presented by President M. H. Branson of Randolph Technical College in Asheboro. The portraits, taken by master photographer Sam Bogosian of Randolph Tech, were authorized to be displayed in the Board room when the Department made its move to the Caswell Building.

Discrimination Alleged at Mitchell

Chairman John A. Forlines, Jr., announced that State President Robert W. Scott had recently received a letter from the chairman of the board of trustees of Mitchell Community College regarding an alleged discriminatory practice at the college. The Board approved a committee of Lynn N. Kelso, Edward J. High, and William S. Murdock to work with the local college to resolve the matter (NCSBCC minutes, 1985k).

Three more business conferences had been recently held following the successful experience with one on the electronics industry. On October 14, one was held in Wilmington for chemicals and pharmaceuticals. On November 7, one was held in Asheville for travel and tourism. On November 8, one was held in Lenoir on the furniture industry.

It was also announced that a "Report on the Status of Resource Development in the North Carolina Community College System" had recently been published by Dr. Betty E. Knox (see dissertation) of the Division of Research and Planning.

When the State Board met on November 14, it expressed esteem and respect upon the recent death of Board member Carl D. Totherow (NCSBCC minutes, 1985k). The Board did not meet in December.

Gramm-Rudman-Hollings Act Passed

When the Board met on January 9, it received a report of ongoing local visitations by representatives of the U. S. Office of Civil Rights, a status report on the Desegregation Plan, and a chronology of major events from 1973 through 1985 concerning that plan (NCSBCC minutes, 1986a). Immediately following the desegregation report, a report was given by the ad hoc committee which had been assigned to assist Mitchell Community College in resolving a civil rights problem.

Due to recently passed Congressional legislation requiring a balanced federal budget by 1991, severe controls on filling vacant positions in state government had been imposed by Governor James G. Martin. The Gramm-Rudman-Hollings Act thus became the reason for controls concerning nonteaching positions funded from state and federal funds at each local institution. The Board authorized State President Scott to write each local president to encourage local freezes on hiring (NCSBCC minutes 1986a).

Small Business Centers Reviewed

In January, the Board was informed of a name change from Wilson County Technical Institute to Wilson County Technical College. This left three remaining technical institutes in the System which now included 24 community colleges and 31 technical colleges.

A progress report through June 30, 1985, was presented by Dr. R. Jean Overton, the director of the Small Business Centers Program (see Barber dissertation; J. Barrett dissertation). Six new centers had been funded on July 1, 1985, but the data in the report reflected only the 14 which were operating as of June 1985 (NCSBCC minutes, 1986a).

In further January Board action, a study entitled "Identification of Factors Contributing to Retention in Community College Programs" was funded in the amount of $100,000 to the Center for Urban Affairs and Community Services at North Carolina State University.

Establishment of NCCC Foundation Discussed

State President Robert W. Scott informed the Board that he was exploring the feasibility of establishing a North Carolina Community College Foundation at "an arms length relationship" with the Department. It would be separately incorporated in time for the 25th anniversary of the System as a not-for-profit foundation, operating under the approval of the State Board but with its own board of directors and bylaws (NCSBCC minutes, 1986a).

Board Chairman John A. Forlines, Jr., named Board members D. Wayne Peterson, William F. Simpson, J. Samuel Roebuck, Donald C. Eudy, and Joanne W. Bowie, along with Chairman Barbara K. Allen, to head the System's Silver Anniversary Committee. They would establish procedures and provide oversight for Department staff to implement plans and suggestions in cooperation with local presidents and trustees.

State Treasurer Assesses Gramm-Rudman-Hollings Act

State Treasurer Harlan E. Boyles, an *ex officio* board member, informed the Board that North Carolina's portion of federal budget cuts under the Gramm-Rudman-Hollings act would be $250 million per year. Governor James G. Martin's freezing of vacant positions would only amount to six percent of that annual cut. Accordingly, state funded programs would be just as vulnerable as federally funded programs when the cuts were made (NCSBCC minutes, 1986a). Boyles said this meant that careful planning would need to be done in order not to sacrifice programs that were begun with state funds to preserve federally-funded programs and positions.

Vo-Tech Policy Approved, "Two-Plus-Two" Pushed

On February 13, the State Board adopted "A Statement of Direction for Vocational and Technical Education" which had a week earlier been adopted by the State Board of Education (NCSBCC minutes, 1986b). The objective was to minimize duplication of effort. "Right now we have two operations that are working independently of each other," said Clifton B. Belcher, director of the Division of Vocational Education in the Department of Public Instruction. "What we're trying to do is make the transition smoother," said State President Robert W. Scott ("Program for Skilled Trades to Begin," N&O 1/30/86). The resolution stated, in part:

> Education should provide the individual with the knowledge, skills and ethical background required to live as a contributing member of society.

> Vocational and technical education should provide the individual with a subset of those skills, attitudes and knowledge specific to earning a living and functioning effectively in our economically oriented society (NCSBCC minutes, 1986b).

State President Scott was concerned that in an increasingly technological society only 16 percent of high school freshmen would enroll in vocational or technical training, and that students were no longer being armed with the skills needed in the workplace ("Changes Urged in Vocational Training System," N&O 2/14/86). "We do not articulate or coordinate our activities enough," said Scott. He promoted a "Two-Plus-Two" Plan (see Roy dissertation; O. Johnson dissertation; Woelfer dissertation) which would link two years in high school with two years at the community college level ("High School Job Training Urged," RT 2/13/86).

By 1990, statewide projections for North Carolina showed 10,474 annual job openings in food preparation and services, 4,381 annual openings in secretarial and stenographic services, 2,992 openings for nursing assistants, 2,089 in law enforcement, 1,620 in heavy equipment operation, 1,567 in carpentry, 880 in general woodworking, 789 in banking and finance, 574 in automotive technology, 362 in machine tool technology, 166 in graphic arts, 93 in dental hygiene, and 13 in emergency medical technology ("Program for Skilled Trades to Begin," N&O 1/30/86). Wake Technical College President Bruce I. Howell linked the problem to the social environment:

> The major problem is we have not equated the jobs with being worthy types of employment ("Vocational Pupil Shortage Having Impact in Wake," RT 2/14/86).

Graduates, Employer Survey Reports Noted

The Board received a report titled "Follow-up Study of Employers Hiring 1982-83 Graduates North Carolina Community College System." It tabulated a 46.9 percent response rate to 10,833 questionnaires sent to graduates of vocational and technical curricula statewide within the System. Some 3,638 employed respondents had provided names and addresses of 2,006 immediate supervisors. Questionnaires were sent to those supervisors and 1,287 of them responded, a response rate of 64.2 percent which constituted the data base for this study (NCSBCC minutes,1986b).

In a report on the student responses presented in January, 74.2 percent indicated that the training they had received was related to their present occupation; 92 percent stated their primary objective had been to improve job skills or to receive training for an occupation (NCSBCC minutes, 1986a).

Supervisors were generally pleased with performance of graduates on the job, and they indicated that the graduates were better prepared than other employees who had not received occupational training. Over two-thirds of the supervisors indicated that the training contributed to the graduates' potential for job advancement (NCSBCC minutes, 1986b).

Colleges Coordinate Governor's Hearings

State President Robert W. Scott announced a meeting scheduled for March 12 with local presidents and local trustees to review and discuss the 1986-87 budget priorities. He also noted that upcoming meetings in the business conference series included a conference in Charlotte on transportation, one in Raleigh on the public sector, and one in Raleigh on the subject of construction.

Scott announced that Governor James G. Martin would hold a statewide series of public hearings concerning roads, schools, prisons, and water and sewer facilities. Community college presidents of local institutions in Wilmington, Greenville, Greensboro, Charlotte, Hickory, and Asheville had been asked to coordinate those hearings (NCSBCC minutes, 1986b).

RTI Researcher Cites Integrity, Need

During recognition of guests on March 13, Board Chairman John A. Forlines, Jr., called upon Dr. Junius A. "Jay" Davis, the principal researcher for the Research Triangle Institute, to share some preliminary remarks concerning the study of the System mandated by the North Carolina State Legislature. Dr. Davis observed:

> First, there is a lot more integrity and concern in the field among our presidents than any of us realize—that is quite clear. Second, the institutions are operating under very stringent fiscal conditions. And, third, more than any time in the past, the institutions are in various ways crying for leadership from this Board and the Department (NCSBCC minutes, 1986c).

Desegregation Plan Status Reported

Department staff members who had participated in the 38 local visitations by the U. S. Office for Civil Rights said that there appeared to be no consistent rationale in explaining why some institutions were reaching goals while others were having difficulty (NCSBCC minutes, 1986c). Certain trends had emerged, however. Recruitment and retention were positively related to local federal funding; faculty recruiters were effective, and black recruiters were effective (see Jenkins dissertation; Robinson dissertation); and black employment goals were not being as successfully achieved as black enrollment goals.

Problems in attracting black faculty (see Champion dissertation) included low salary levels, reluctance for some professional blacks to move into some of the service areas, lack of uniform salary plans and related suspicions, unease about job security with year-to-year contracts, concern about subjective selection of applicants, and the inability of the Department's Job Register Service Division to locate and supply hard-to-recruit personnel.

Foundation Authorized, System Reviewed

At its March 1986 meeting the State Board authorized a charter, bylaws, and guidelines for the North Carolina Community Colleges Foundation which was established to secure funds from private sources to support a variety of developmental activities. Although it was not intended to conflict with fund raising at the local level, the mechanism was similar to foundations which had been established at 56 of the 58 local institutions (NCSBCC minutes, 1986c).

In addition to its impact upon explicitly stated objectives, the Board action in authorizing the foundation is notable as well for its summary view of the Community College System as stated in its introduction:

> The North Carolina General Assembly created the North Carolina Community College System in 1963 for the primary purpose of providing the state's citizens with a variety of educational and skills training opportunities to enable them to find jobs or take better jobs in an expanding and changing job market.
>
> The system is committed to meeting the needs of business and industry for skilled workers and plays a key role in the state's efforts to recruit new industry to North Carolina, as well as assist the state's traditional business and industry. The system is noted for its commitment in literacy training, presenting to adults in basic education programs more than one-fifth of all high school diplomas, or the equivalent, awarded in the state.
>
> The North Carolina Department of Community Colleges provides state level administration under the direction of the State Board of Community Colleges. The Board, a 20-member body with 18 appointed by the governor and the General Assembly, plus the State Treasurer and the Lieutenant Governor, has the authority to adopt and administer all policies, regulations, and standards it deems necessary to operate the Department and the 58 institutions that comprise the North Carolina Community College System.
>
> Open door admission to the institutions is extended to all persons at least 18 years old, high school graduates, or persons at least 16 years old who have officially dropped out of elementary and secondary school regardless of race, national origin, color, religion, sex, handicap, age or political affiliation.
>
> Financial support for the North Carolina Community College System is primarily through state or local government funds with 78.6 percent state funds, 12.3 percent local (county) funds, 5.7 percent tuition/fees, 3.2 percent federal funds, and .2 percent other (NCSBCC minutes, 1986c).

Evaluation of State and Local Presidents Studied

Supplemental funding of $31,508 made possible through the Carl D. Perkins Vocational Education Act was approved for six local institutions in March (NCSBCC minutes, 1986c). Correctional education programs totaling $25,525 were authorized to supplement vocational education at eight local institutions originally funded in June of 1985.

State President Robert W. Scott, having recently completed a three-week course at the UNC Government Executives Institute ("Scott Bones Up on Management Skills," N&O 3/1/86), reported on budget meetings with Governor James G. Martin and on three regional meetings with local presidents concerning budget priorities, curriculum standards, prime computers, the Community College Foundation, and liability insurance. He also summarized existing federal subsidies avaliable to students (NCSBCC minutes, 1986c).

Board Chairman John A. Forlines, Jr., recognized President Scott for his selection to receive the Southern Region Chief Executive Officer Award for 1986 from the Association of Community College Trustees (ACCT). The selection had been made by a special regional awards committee, and a plaque was to be presented during the April 3-5 Southern Region seminar in Columbia, South Carolina.

Forlines also noted that he had established a committee to discuss and make recommendations concerning the evaluation of the state president and of the presidents of local institutions. From the State Board he appointed J. P. Huskins and William C. Parton, with William S. Murdoch to serve as chairman. The committee was also to include two local presidents who would be appointed by the chairman of the Presidents Association, and two local trustees who would be appointed by the president of the Trustees Association (NCSBCC minutes, 1986c).

Workshops Held With UNC Admissions

The State Board received notice when it met on April 10 that the U. S. Office for Civil Rights had concluded its institutional visits concerning the Desegregation Plan. A final report was forthcoming by July 30 (NCSBCC mnutes, 1986d).

State President Robert W. Scott and Vice President Janice Kennedy introduced and recognized Mrs. Margaret B. Cherry as the recipient of the first national General Educational Development (GED) award for the State of North Carolina. While a student at Beaufort County Community College, Mrs. Cherry had attained the highest score of any student in the state during 1985.

Five regional workshops, held jointly for counselors and admission officers of community college institutions and their counterparts in the University System, were conducted in the spring of 1986 for the purpose of improving and clarifying the process of inter-system transfers of students. These workshops also provided a review of the University System's new entrance requirements. Dr. Major Boyd of the Department of Community Colleges, and Dr. John Corey of UNC-Chapel Hill served as the liaison persons for this first annual workshop (NCSBCC minutes, 1986d).

Name Change Applications Suspended

When the Board met on May 8 at Central Piedmont Community College in Charlotte, Bob Carpenter, president of the Association of Community College Trustees, commended President Richard Hagemeyer of Central Piedmont on his outstanding service. Subsequent to those remarks, Dr. Ruth G. Shaw was approved to follow Hagemeyer as president effective July 1. The Board also approved Dr. Willard L. Lewis, III, to follow Dr. Ben E. Fountain, Jr., as president of Isothermal Community College effective June 1 (NCSBCC minutes, 1986e).

The State Board placed a moratorium on applications for the rechartering of technical colleges and technical institutes as community colleges. The Board then appointed a task force to conduct a study to determine appropriate criteria procedures for evaluating such applications.

Apprenticeships, SBCs, JTPA Funding OK'd

The Board authorized $75,000 for 1986-67 to seven institutions in support of supplemental instruction to formal apprenticeship programs, and continued funding of $1,412,992 for 1986-87 to 19 local institutions to emphasize skill training for machine metal working occupations and industrial maintenance workers (NCSBCC minutes, 1986e). Continuation funding of up to $50,000 each was approved for 19 small business centers. The total allocation of this program for fiscal year 1986-87 was $850,000.

The N. C. Department of Natural Resources and Community Development allocated $151,625 to support coordination activities and $1.5 million to support and administer skills training programs in the Community College System. These funds were tied to the Job Training Partnership Act. The Board then authorized a contract with NRCD which would allow the System to implement the JTPA program, and thus undertake local cooperative agreements in JTPA service delivery areas (NCSBCC minutes, 1988e).

RTI Report Says Strengthen Board, Allow Conversions

State President Robert W. Scott provided a copy of *Insight* to each Board member in May. This spring 1986 issue, prepared by the North Carolina Center for Public Policy Research, contained several articles highlighting the Community College System and its industrial training capabilities. Also, the State Board approved the utilization of $3,333.66 of state funds by Western Piedmont Community College to assist in the settlement of a lawsuit based upon civil action for unlawful dismissal (NCSBCC minutes, 1986e).

Dr. Junius A. "Jay" Davis of the Research Triangle Institute summarized the findings and recommendations obtained in "The North Carolina Community College Study: Mission, Enrollment and Staffing Patterns, Funding Procedures, and Administration and Governance." His comments to the Board were about 10 recommendations in an executive summary (there were 29 in the full report). Some of these recommendations dealt with the FTE formula and suggested changes in funding (NCSBCC minutes, 1986e).

Davis said that the General Assembly should stop allocating funds directly to local institutions without consulting the State Board ("Funding for Community Colleges Debated," N&O 3/29/86), that the Board needed to undertake a stronger role in guiding the System, and that reduction of the Board's size from 20 to 12 or 15 might make it more effective ("Report Urges Stronger Role for Community Colleges Board," N&O 5/14/86).

One recommendation was to maintain the present governance and administration structure of the System, strengthening the State Board either through more active involvement or through structural changes by legislation. Another was to continue to permit conversion to community college status.

In general, the full report dealt with the six tasks requested of the study by the 1985 legislature: (1) proper staffing patterns for local institutions; (2) appropriate methods of calculating FTE; (3) the impact of more part-time students; (4) the effect of current governance and administration; (5) whether technical institutions should convert to community colleges; and (6) whether tuition for college transfer courses should be increased to the levels of that in the University System (NCSBCC minutes, 1986e).

The Department proposed responses to the RTI report for Board consideration in June (NCSBCC minutes, 1986f). Action upon those responses was to be taken at the July meeting.

OCR Visits, Desegregation Plan Reviewed

On June 12, the State Board received an internal status report on the Desegregation Plan, and a review of the recent visits to local campuses by the U. S. Office for Civil Rights (OCR). In summary, it was stated that the System had increased overall black enrollment slightly while maintaining a 19 percent level (a 20 percent target), and had maintained the total number of black employees, but had lost ground in representation on local governing boards. The June 30 meeting with OCR officials was postponed (NCSBCC minutes, 1986f).

In other action, six adult basic education special demonstration projects were approved by the Board for the period of July 1, 1986, through June 30, 1987. Project funding totaled $199,104.

On the afternoon of June 12 following the Board meeting, State President Robert W. Scott joined with State Superintendent of Public Instruction Craig Phillips and UNC President C. D. Spangler in opposition to the use of General Fund revenues for purposes relating to costs of transportation. Such a move would decrease the amount of money available for educational needs (NCSBCC minutes, 1986f).

Budget Proposals Cut, Salaries Raised Slightly

State President Scott concluded his remarks at the June 12 Board session by indicating that his recent meeting with the Appropriations Committee of the General Assembly left him with the impression that the Department's three top priorities (including salary increases) would be funded, and that between $20 and $25 million in construction money could be expected (NCSBCC minutes, 1986f).

Two weeks later, when the State Legislature approved the 1986-87 budget, it gave the System $12 million for salaries (a 5 percent increase) instead of the $25 million which had been requested. "It won't help us catch up," said Thomas C. King, Jr., the Department's vice president for finance, "but it's better than falling further behind." King was referring to a 1982 study by the National Education Association which ranked North Carolina last in salaries for faculty in community colleges. The System was also budgeted to receive $300 for every 22 full-time equivalent (FTE) students, $2 million for faculty in-service programs, and $1.5 million in reserve funds for new ideas and innovative programs ("Bill Would Give Community Colleges Part of Request for Raises," N&O 6/27/86).

CHAPTER TWENTY-FOUR

FY 1986-87: Of Salaries, Scams and Desegregation

The State Board of Community Colleges met on July 10, one week after the N. C. Community College Alumni Association subjected powerful House Speaker Liston B. Ramsey to "The Roast of the Century." Ramsey endured good natured ribbing at the hands of Governor James G. Martin, Lieutenant Governor Robert B. Jordan, III, Insurance Commissioner James E. Long, Southwestern Technical College President Norman Myers, State Representative Daniel T. Blue, Jr., former state Democratic Party Chairman Betty McCain, State Senator Robert S. Swain of Asheville, and Thomas L. Covington, the director of the Legislature's fiscal research staff ("Ramsey Takes Heat in Roast," N&O 7/3/86).

RTI Response Approved, Appropriations Noted

Six pages of specific responses were approved by the Board in July as an official reaction to recent Research Triangle Institute recommendations (NCSBCC minutes, 1986f), and six related task forces were established: positions and salaries; unduplicated headcount; part-time faculty; volunteer instructors; 20 percent point; and differential funding.

The 1986 General Assembly had raised quarterly in-state tuition rates, and had approved a regular budget totaling $280,236,799. Appropriations included $84,599 to Western Carolina University for a program to offer baccalaureate degrees to vocational and technical teachers in the System, $1,673,527 for Small Business Centers, $282,500 to operate a high technology robotics program at Haywood Technical College, and $137,912 in public radio grants to Craven Community College and Isothermal Community College. Capital improvements totaling $34,376,600 were appropriated, and an additional $2 million was deposited in the state treasury to increase scholarship funding (NCSBCC minutes, 1986g).

Salary Increases Linked to Rural Center

There was no State Board meeting in August, but a three-day literacy conference with the theme "Making a Difference: Educating for Human Potential" brought coordinators, directors, and instructors to Raleigh on Wednesday, August 11. Opening ceremonies held that evening on the Fayetteville Street Mall included a pig picking, the Hemlock Bluff Cloggers from Cary, and a band from the 440th National Guard Armory ("Pig Picking Opens Door to Literacy Conference," N&O 8/12/86).

In late August the 30-member N. C. Commission on Jobs and Economic Growth, established by the 1985 General Assembly, issued a report which focused on rural development and pay increases for community college teachers. Led by Executive Director Billy Ray Hall and appointed by Lieutenant Governor Robert B. Jordan, III, the commission called for the state to embark on a growth-from-within strategy, emphasizing education and roads ("Jordan Panel Recommends Rural Development Center," N&O 10/1/86).

Recommendations included establishing a Center for Rural Economic Development, boosting water and sewer construction, supporting the Basic Education Plan, developing incentives, and providing tax credits. The discussion also included phasing-in $21.9 million which Kathryn Baker Smith, the Department's Director of Planning Services, had estimated would be necessary to raise System salaries to the Southeast's average for teachers at two-year colleges ("Proposals Suggest New Pay Increase for Teachers, New Rural Agency," N&O 8/30/86).

Desegregation Plan Assessed Internally

The next regular meeting was held at Forsyth Technical College in Winston-Salem on September 11. George Fouts was approved as acting president of Mayland Technical College effective August 14, and college transfer programs and related name changes were approved for Durham Technical Community College and James Sprunt Community College (NCSBCC minutes, 1986i).

An internal report entitled "Assessment of Efforts" was presented to the Board in anticipation of one expected from the U. S. Office for Civil Rights. The acting regional director for the U. S. Office for Civil Rights had made a courtesy visit to the Department during June concerning the ongoing activities relative to the Desegregation Plan (NCSBCC minutes, 1986g).

Continuation Budget Approved

The Board approved the 1987-89 continuation budget for the System. The Governor's Office had recently requested that all agencies reduce their continuation budgets by three percent ("Governor's Commitment to Education Questioned," N&O 9/12/86). In a prepared statement presented to the Board, State President Robert W. Scott said:

> We can accomplish all the objectives outlined by Governor Martin with the proper support and funding, but half-hearted measures and partial funding will not get the job done (NCSBCC minutes, 1986i).

> Scott noted that the Governor's released "blueprint for economic development" had said "it is particularly important that community college teachers' salaries, which currently rank 50th, are brought up to a more reasonable level" (NCSBCC minutes, 1986i).

Scott was joined by Board Chairman John A. Forlines, Jr., in pointing out that the Board might be derelict in its duty if it submitted a reduced budget. Lieutenant Governor Robert B. Jordan, III, added his support to their position. The Board responded to these comments by voting to submit that continuation budget at 100 percent of needs, and also approved a 1987-89 expansion budget.

Department Reorganized, Presidents Host Board

A reorganization chart of the Department was attached to the September minutes. It established three assistant positions reporting directly to the state president—governmental affairs, federal governmental affairs, and board affairs. Directors for legal services, planning, public affairs, and personnel services reported through the executive vice president; so did vice presidents of adult and continuing education, research and information, finance, and programs (NCSBCC minutes, 1986i).

Dr. Bruce I. Howell, chairman of the Presidents Association, invited Board members to a joint dinner meeting on October 8 at Raleigh's Mission Valley Inn. The next State Board meeting was scheduled for October 9 (NCSBCC minutes, 1986i).

State President Robert W. Scott announced that the N. C. Community College Foundation had been incorporated. Chairman John A. Forlines, Jr., concluded the September meeting by honoring Anthony J. "Tony" Bevacqua with the presentation of two retirement certificates—one from the Department and the State Board, and another from Governor James G. Martin.

Retreat Held, Planning Process Reviewed

The September Board meeting was held in conjunction with an annual retreat (NCSBCC minutes, 1986ii). The keynote speaker on the evening of September 10 was Dr. Richard Levin, the associate dean for management programs at the UNC School of Business. Small discussion groups met at the Hilton Hotel in Winston-Salem on September 11 following the regular Board meeting and a luncheon address by John McNair, president of Wachovia Bank. Attached to the Board minutes are summaries of comments and evaluation surveys from each of the sessions.

A prepared agenda summary on mission, goals, and objectives is notable for its omission of earlier statements of philosophy, and for omission of some of the wording in Chapter 115D. The Board members were provided only with the sentence from the General Statutes which stated:

> The major purpose of each and every institution operating under the provisions of this chapter shall be and shall continue to be the offering of vocational and technical education and training, and of basic, high school level, academic education needed in order to profit from vocational and technical education, for students who are high shool graduates or who are beyond the compulsory age limit of the public school system and who have left the public schools (NCSBCC minutes, 1986ii).

The balance of the summary included four "policy concepts" from Title 23 of the North Carolina Administrative Code which contained the policies adopted by the State Board in carrying out its responsibilities. The concept statements emphasized "open door," "community-oriented comprehensive offerings," "beyond high school," and "lifelong opportunities" (see Subchapter 2B, Section .0101—policy concept). The summary also included seven objectives as set forth in the N. C. Administrative Code.

The Board's tasks for its retreat included the initiation of a long-range planning process for the System and identification of beliefs about the broad basic areas for planning, as well as the achievement of a commitment to the long-range planning process (see Brenneman dissertation; Hamil dissertation; Kemp dissertation; Richardson dissertation; Snyder dissertation; Tollefson dissertation) and the determination of how the State Board wanted to be involved in that planning process (NCSBCC minutes, 1986ii).

Teaching Excellence Rewarded, Logo OK'd

The State Board of Community Colleges met in regular session on October 9, the morning after a joint dinner meeting hosted by the Presidents Association. Daniel Franklin Hazlett was recognized as the winner of a $1500 award for excellence in teaching from First Union National Bank. Checks for $250 each were also presented to four other finalists: Ann Nicholson Ashford from Fayetteville Technical Institute, Dorothea Davenport Burkhart from Davidson County Community College, Robert Curtis Fussell, Jr., of Sampson Technical College, and Elizabeth Hayes Klinkosum of Wilkes Community College (NCSBCC minutes, 1986j).

Board Member Barbara K. Allen, chair of the Silver Anniversary Committee, reported that a new stylized logo of "open door" columns had been designed by Lucy Hobart in the public affairs office with the assistance of Al Brothers. The Board approved the new logo.

Desegregation Plan Situation Reviewed

A written summary of the internal report on the Desegregation Plan was presented to the State Board at the October meeting. The full report had been provided to the Board members at the September meeting. The summary stated that amendments accepted by the Assistant Secretary for Civil Rights in the Department of Education required the System (NCCCS) to implement more specific measures for achieving primary commitments established in 1978 (for student enrollment, faculty and staff employment, and increased participation on governing boards):

> The 1983 amendments contained...measures to...reduce disparity between...completion rates, maintain a 20 percent proportionate black enrollment in transferrable programs, increase articulation...between two and four-year institutions, and obtain 10.5 percent black employment in...professional categories (NCSBCC minutes, 1986j).
>
> The summary concluded that progress had been made. There was a 29 percent reduction of institutions with disparity between completion rates, and black participation on governing boards had drastically increased from five percent in 1978 to 15 percent in 1985.

Cape Fear Situation Discussed

In his state president's report, Robert W. Scott reviewed a fraudulent scheme which had been uncovered at Cape Fear Technical Institute by President Thomas Satterfield during recent staff changes. The State Bureau of Investigation (SBI) had also become aware of the scheme through a drug investigation (NCSBCC minutes, 1986j).

Newspapers reported that more than $1.1 million had been paid to phony teachers for several hundred non-existent classes offered in Pender County over a six-year period. "Fictitious classes were set up, names in the phone book were listed as students, and fictitious teachers signed a contract," said Michael G. De Silva, assistant New Hanover County district attorney ($1 Million Reportedly Paid to Fake Teachers," N&O 10/4/86).

Scott's report said that several local instructors had been providing paperwork for bogus classes since 1979, and that salary checks had been mailed in accordance with established procedures. Periodic examinations by state and Department auditors, in accordance with established procedures, had not discovered these frauds. Scott proposed to the Board a set of procedures which could be followed in the future ("Closer Watch Proposed on Continuing Ed Programs," RT 10/10/86). The Board accepted the suggestions as information, and asked President Scott to refine them and return them for action at a future date (NCSBCC minutes, 1986j).

Long-Range Planning Proposed

As an outgrowth of its annual retreat, the Board received a preliminary proposal in October for the development of a long-range plan to coincide with the 25th anniversary year in 1988:

> It will provide guidance for priority-setting, but each institution will still need to have its own unique plan for its own future and will need to deal with some issues not addressed at the state level. It cannot be a compilation of local plans since the State Board is responsible for overall direction of this system as a whole, and its plan must transcend local concerns (NCSBCC minutes, 1986j).

Small Business Centers, HRD Performance Reviewed

Dr. R. Jean Overton presented a report to the State Board in October which reviewed the progress of the Small Business Centers from July 1985 through June 1986. It noted that 35 of the 58 colleges in the system were operating local centers, even though data from only 20 were included in this report (NCSBCC minutes, 1986j).

A 1985-86 performance summary entitled "Human Resources Development Program" dated August 1986 was presented to the Board. The HRD program was designed by MDC, Inc., a private non-profit agency concerned with research and development of manpower programs. It had been developed between 1969 and 1973 at six community colleges. The General Assembly gave continuation funding to the program in 1973; over 51,269 participated through 1985-86.

By the fall of 1986, HRD was operating in 45 of the 58 institutions, having graduated more than 24,000 persons who had gone on to jobs or enrolled in skills training programs. After being in place for 16 years, annual HRD funding approximated $3.5 million. HRD enrollees, the majority of whom are minority females, are provided structured pre-vocational training and counseling, and the assistanced with placement into permanent jobs (55 percent) or skilled training (25 percent). It is the only public education program in the nation which bases continued funding on the economic performance of the program's graduates (NCSBCC minutes, 1986j).

Silver Anniversary Gala Set, Quilt Planned

The State Board met in regular session at Lenoir Community College (see Blizzard dissertation) on November 13. Dr. G. Herman Porter was approved as acting president of Wayne Community College effective October 13. President Ronald McCarter of Technical College of Alamance, was recognized as having recently been elected president of the N. C. Association of Colleges and Universities (NCSBCC minutes, 1986k).

Vice President Janice Kennedy-Sloan notified the State Board that the week of November 19-25 was National Adult and Continuing Education Week. Chairman John A. Forlines, Jr., responded saying that the Board would dedicate its efforts in this area.

The Board was informed that the Raleigh Civic Center and Memorial Auditorium had been reserved for a May 15-17, 1988, silver anniversary gala. Branch Banking and Trust Company was also announced as the major corporate sponsor, contributing $50,000 for this endeavor. Also, the N. C. Community College Adult Educators Association had agreed to sponsor the preparation of a quilt with patches provided from each of the 58 local institutions which would be placed on permanent display in the Caswell building.

SBI Expands Cape Fear Investigation

Following a briefing by State President Robert W. Scott on problems in the extension program at Cape Fear Technical Institute, the Board adopted a number of guidelines to facilitate related fiscal controls (NCSBCC minutes, 1986k). Scott said, "The latest estimates by the SBI show that over $1.34 million in state funds are involved, and that this problem goes back at least to 1979" ("Board OKs Limits to Stop Scams at Community Colleges," N&O 11/14/86).

By the end of the month the SBI investigation had expanded to include Mitchell Community College in Statesville, Brunswick Technical College in Supply, and Coastal Carolina Community College in Jacksonville. Bureau Deputy Director Charles J. Dunn, Jr., had also asked for and received assistance from State Auditor Edward Renfrow ("Auditor Will Help SBI," N&O 11/28/86).

Desegregation Progress Made

As a result of progress achieved in affirmative action, the Department was only required to set goals and timetables for 1986-87 in two of five occupational categories: "officials and administrators," and "professional specialty." The Department had reached its one-year goal and part of its five-year goal in the first category, a significant achievement given a stable category and low turnover rates (NCSBCC minutes, 1986k).

Cooperative Skills Centers Reviewed

The Board approved the N. C. Vocational Education Performance Report for program year 1985-86 (see Brock dissertation; Campbell dissertation; Everett dissertation; J. Howell dissertation; Uche dissertation) . It had been prepared jointly with the State Board of Education in compliance with the federal office of management and budget. It included numerical data on special population students being assisted under Title II, and a narrative description of accomplishments (NCSBCC minutes, 1986k).

The Department also presented an annual report on Cooperative Skills Training Center programs for 1985-86 which summarized the activities of 19 local institutions. It noted that 582 skill training classes had been taught to 4,777 participants in 182,778 contact class hours of instruction. The greatest felt need for training in 1985-86 was for updating and upgrading skills for industrial maintenance workers, production level supervisors, production machine operatives, industrial electrical-electronics workers, machine metal workers, and welders. The largest number of firms served by type came from the textile industries, apparel manufacturing industries, and metalworking industries. A total of 598 industries were served (NCSBCC minutes, 1986k).

SBE and SBCC Session Follows RTI Report

A joint meeting of the State Board of Community Colleges and the State Board of Education at the NCSU Faculty Club on January 8, 1987, was held in the wake of a November 14, 1986, report from the Research Triangle Institute. The report assessed the state's vocational programs for the General Assembly's Subcommittee on Vocational Education ("Teachers, Officials Debate Wisdom of Vocational Training," N&O 12/26/86).

A stronger grounding in basic skills at the high school level was necessary, said RTI Project Director J. Lamarr Cox. According to the 208-page report (based on a review of 220 other reports and interviews with 130 people), many vocational jobs had become so complex they could no longer be completed in high school. It suggested that such training should be completely turned over to the community colleges, and that the high schools should instead concentrate on simple math, elementary science, and communication ("Schools Should End Trade Training, Focus on Basic Skills, Report Says," N&O 12/4/86).

The joint session was co-chaired by SBCC Board Chairman John A. Forlines, Jr., and SBE Chairman Mebane Pritchett. They both expressed a desire for further "articulation" between the two educational systems (NCSBCC minutes, 1987a). Following statements by DPI Secretary Craig A. Phillips and DCC President Robert W. Scott, the balance of the meeting was devoted to a review of three topics of mutual interest: the status and direction of cooperative programming, literacy in North Carolina, and the Basic Education Program ("Community Colleges, Public Schools Should Avoid Rivalry, Officials Say," N&O 1/9/87).

Scott provided a 26-page handout entitled "Overview: The North Carolina Community College System" which credited former SBE board chairman Dr. W. Dallas Herring and his philosophy of "total education" for a continuing influence upon the operation of the Community College System, then digressed:

> However, even in the early years there were those who believed that, in the desire to be comprehensive, too many technical institutes were adding college transfer programs and becoming community colleges. Some legislators feared duplication of university offerings. So, six years after its creation of the community college system, the General Assembly amended the statutes to clarify the mission of the system. The amendments reemphasized the central importance of vocational and technical education, along with basic academic education for adults, needed for them "to profit from vocational and technical education" (NCSBCC minutes, 1987a).

Scott's overview went on to cite the six goals set forth for the system in the 1976 Commission on the Future report entitled "Total Education: The Duty of the State." He concluded by saying:

> The basic philosophy which led to the establishment of the system, and which is reflected in its authorizing legislation, is still deemed valid. Several studies have reaffirmed the traditional goals and rededicated the system to comprehensive adult education, focused primarily on vocational, technical and basic education for adults (NCSBCC minutes, 1987a).

SACS Affiliation, Pharmaceutical Program OK'd

The first two actions taken in regular session at the January 8 Board meeting were to approve the selection of Harold F. "Ted" Blake as acting president of Piedmont Technical College effective January 6, and to approve the selection of Dr. Virginia Ann Foxx as president of Mayland Technical College effective February 1. The Board then adopted a resolution which authorized the Department of Community Colleges to request membership in SACS, the Southern Association of Colleges and Schools (NCSBCC minutes, 1987a).

Approval was given to a new pharmaceutical technology program which linked Nash Technical College, Wilson Technical College, and Wake Technical College. The action involved direct participation by Abbott Laboratories in Rocky Mount, Merck Sharp & Dohme in Wilson, and Glaxo, Inc., in Zebulon, but it also reflected needs of 37 industrial firms in the three-county area known as Triangle East ("Three Technical Schools, Chemical, Drug Firms Join to Teach Skills," N&O 2/4/87).

Board chairman John A. Forlines, Jr., appointed Board Member J. P. Huskins to represent the State Board on the steering committee for the long-range plan (see Allred dissertation; Blake dissertation; Tollefson dissertation). The first meeting of this committee was scheduled for January 16 at Wake Technical College.

DCC Offices Relocated, Budgets Compared

On February 12, when the Board held its first meeting in the Caswell Building, it was advised that four technical colleges had requested approval to offer college transfer programs. They were Catawba Valley Technical College, Edgecombe Technical College, Nash Technical College, and Richmond Technical College (NCSBCC minutes, 1987b).

A report comparing the 1987-89 biennial budget requests of the Department of Community Colleges with budget recommendations made by Governor James G. Martin was presented to the State Board in February. The Department had asked for $112,327,390 in its grand total expansion figures for 1987-88. The Governor had proposed to eliminate $102,957,060 from that request, and to cutback over $4 million from the continuation budget. The Governor's suggested cutback for operating expansion recommendations in the 1988-89 fiscal year was $84,409,650. There was agreement, however, for the $26,311,843 requested in the capital budget (NCSBCC minutes, 1987b).

Foundation Officers Named

The second meeting of the Community College Foundation was held February 11 at the Mission Valley Inn. D. M. "Lauch" Faircloth of Clinton was named president, Patricia H. Holshouser of Southern Pines was named vice president, Micou F. Browne of Raleigh was named treasurer, and Robert W. Scott was named secretary. The Foundation's executive director was Dr. Betty E. Knox (see dissertation), a staff consultant with the Department of Community Colleges (NCSBCC minutes, 1987b).

Charter members of its board of directors included State Board Chairman John A. Forlines, Jr.; State Board member William F. Simpson of Reidsville; UNC President Emeritas William C. Friday; Asa T. Spalding, Jr., of Durham, vice president of public affairs for WPTF television; and J. W. "Willie" York of Raleigh, president of York Properties Inc.

College Transfer Program Moratorium Lifted

In February, State President Robert W. Scott announced that a nationally known consultant in higher education, Dr. Merrimon Cuninggim of Winston-Salem, was preparing a proposal to draft an evaluation instrument for assessing the state president. Scott also announced that Roger W. Bone, previously employed full-time as assistant to the state president for state government affairs, would resign his full-time position effective February 28. Bone, a former legislator from Rocky Mount and former aide to House Speaker Liston B. Ramsey, would continue his lobbying as a part-time permanent employee with many of his same duties and responsibilities.

Based on recommendations from the Task Force on the Addition of New College Transfer Programs, the Board lifted the moratorium on the approval process, and then required that all future applications be prepared under new guidelines. Upon a motion by Lieutenant Governor Robert B. Jordan, III, the Board voted to ask the General Assembly to grant the Board final authority for approving such applications (NCSBCC minutes, 1987c). A related bill in the Legislature, which would allow technical institutes in Nash, Edgecombe, and Richmond counties to become community colleges, had stirred controversy on February 24 ("Technical College Bill Stirs Debate," N&O 2/25/87).

Among the Research Triangle Institute recommendations (see pages 111-114) regarding the conversion of local technical institutes to community college status (i.e., adding college transfer programs) were the following excerpts:

> Rather than detract from vocational and technical programs, the provision of a college transfer program has had no deleterious impact on the FTE enrollment of any of the vocational programs three years later.
>
> Availability of a college transfer program would strengthen the general education of those in the technical and vocational programs.
>
> While in the past some business or industrial leaders may have been concerned that access to a cheap labor force inferred the higher salaries that a more literate group might demand, the business leaders we interviewed were unanimous in the value they placed on more literate technical employees. This was a matter of specific work demands they cited, not a mere expression of the right of each individual to proceed as far as ability and interest would take him or her (NCSBCC minutes, 1987c).

Minorities and Women Reviewed, Ready Honored

A report entitled "Participation by Minorities and Women, 1976-77 to 1985-86," which partially fulfilled the requirements stated in the Desegregation Plan, was presented to the Board in March. It reviewed changes in participation trends by minorities and women in governance, programs, and employment in the System. Black representation on local boards of trustees had increased 100 percent from 55 to 110 during the ten-year period of the study. Female participation on local boards had increased 146 percent from 76 to 187.

At the conclusion of the March meeting the Board adopted a resolution of "great esteem, respect, and admiration" honoring the life and memory of recently deceased Dr. Isaac Epps Ready (NCSBCC minutes, 1987c). One month later the Board approved an Honorary Awards Committee recommendation that henceforth its award would be called the I. E. Ready Award, in honor of the System's first chief administrator (NCSBCC minutes, 1987d).

Name Authority Requested, Programs Transferred

The Board authorized a draft bill on April 9 which would allow it final authority for enabling a technical college or technical institute to become a community college. The Board also asked for an appropriation of $100,000 to be used for commemoration of the System's silver anniversary (NCSBCC minutes, 1987d).

The veterans education program is a federally funded activity under contract with the Veterans Administration. The preparatory school services program is a state-legislated program which licensed post-secondary proprietary occupational education institutions. Both had previously been the province of the Department of Public Instruction and the State Board of Education. At its April 9 meeting the Board responded to an SBE resolution of April 2 by agreeing to transfer administration of these programs to the Department of Community Colleges (NCSBCC minutes, 1987d).

In other action, six specific responses were approved to recommendations made by the State Advisory Council on Vocational Education in its 1986 annual report entitled "A New Beginning" (NCSBCC minutes, 1987d). Also, the Board authorized the state president to negotiate and execute a contract with the Department of Natural Resources and Community Development which would implement an education coordination grant under the Job Training Partnership Act during 1987-88.

Survey Announced, Auditor's Report Expected

State President Robert W. Scott announced that long-range planning survey questionnaires had been mailed to State Board members, local presidents, chairpersons of local boards, four deans from each local institution, and one faculty member from each local institution. Over 200 responses had been received. The results would be reported at the May meeting, along with a mission statement review (NCSBCC minutes, 1987e).

Chairman John A. Forlines, Jr., announced that First Union National Bank was once again sponsoring the Excellence in Teaching Award, and he expressed appreciation to Board member T. Jerry Williams for donating a clock for the board room. The Board also received a status report of institutional placement testing in the System prepared by Dr. Betty E. Knox in compliance with discriminatory guidelines.

In other action, the Board endorsed a proposal to charge 50 percent of standard fees to senior citizens 65 and over for courses previously offered free of charge. The move was prompted in part by a report expected from the state auditor's office which would include criticism of the System's operation in nursing homes ("Community Colleges Want Class Fees for Elderly," N&O 4/10/87).

Audit Revelations Continue, Expand

The ongoing state audit of System operations prompted by the Cape Fear scam stirred up several other issues in late April. Most problems uncovered were linked to state appropriations based on the full-time equivalent (FTE) formula. Verification of 300 class rolls at a dozen other institutions disclosed possible "padding" in 10 percent of off-campus offerings. "Probably a third of our staff has been tied up for three months bringing us to this point," said State Auditor Edward Renfrow ("More Padding of Community College Rolls Found," N&O 4/17/87).

Another disclosure by the Legislature's senior financial analyst, Charlotte Ashcraft, focused on use of designated funds for other than the adult basic education for which it was earmarked. "If an agency asks for money for a certain purpose, you assume they'll spend it for that purpose," said Ashcraft. She had calculated that only $8.47 million of the $14.3 million appropriated (59.23 percent) was actually spent on ABE ("Forty Percent of Adult Education Funds Diverted," N&O 4/24/87).

Scott Responds to Operational Audit

The State Board met at Western Piedmont Community College in Morganton on May 14, hosted by President James A. Richardson (see dissertation) who had recently been elected to membership on the board of directors of the American Association of Community and Junior Colleges (NCSBCC minutes, 1987d). The Board began the session by approving Dr. David W. Sink as president of Blue Ridge Technical College effective July 1 (NCSBCC minutes, 1987e).

Assistant State Auditor Bill Billings addressed the Board concerning recommendations contained in the operational audit ("Scott Seeks Community College Reforms," N&O 5/15/87). His remarks came at a time when the state auditor's office had requested the SBI to include four more schools in an expanding probe ("Community College Probe Widens," N&O 5/16/87). State President Robert W. Scott responded, in part:

> As a former governor and as the state president, I challenge anyone to deny that the community colleges, technical colleges and technical institutes in North Carolina are the major factor in our state's demonstrated success in economic growth, as well as the only opportunity for thousands of our state's citizens to improve their education, skills, and income, and to enrich the quality of their lives.
>
> Despite media accounts and editorial comments to the contrary, there are no missing funds from the ABE program. The funds allocated by the General Assembly to this board for distribution to the colleges for ABE programs that were not fully utilized by the institutions for ABE were either returned

> to the general funds of the state or were used for other authorized educational programs at the local institutions. It is perfectly legal for the institutions to do this.
>
> To say that the funds cannot be accounted for is an unfair and inaccurate statement. The funds can be and are accounted for. Even in the isolated case of fraud at Cape Fear Technical College, it is known where the funds went, even though that one case was clearly illegal.
>
> Clearly, we have problems. The most serious one is the matter of our reputation and our credibility. It has been tarnished by the findings of our state auditor, which confirms what I have suspected and about which I warned the presidents. The abuses in a part of our total effort make suspect all that we do.
>
> This Board—with the full cooperation and support of all of us—must take whatever additional steps are necessary to protect our credibility. Public confidence is essential to our survival. Over the years, our system has built a fine reputation. Our reservoir is being severely depleted. We must replenish our supply of goodwill, and quickly (NCSBCC minutes, 1987e).

President Scott was authorized to bring corrective proposals for legislative consideration to the Board in June. Scott then used the forum to call for the establishment of a Commission on the Future of the System to be composed of civic and business leaders, legislators, educators, and administrators from the private and public sectors. He set forth some issues:

> (1) Should we continue to emphasize continuing education courses that do not relate directly to skills training or general education?
>
> (2) Do we have community service obligations; and, if so, how can we best structure ourselves to meet those obligations?
>
> (3) If 80 plus percent of funding for our colleges comes from state appropriated revenues, then who should be in charge? In fact, who is in charge?
>
> (4) Since we are a free-standing system with our own board, what should be the composition of the local boards and who should be the appointing authorities?
>
> (5) With drastically-changing demographics in our state and in our system, what policy changes must we look at? What sacred cows should be sent to slaughter?
>
> (6) Should we be many things to many people, or should we be narrowly focused in our services?
>
> (7) Will our funding formulas and delivery systems be sufficient for the next two to three decades? (NCSBCC minutes, 1987e)

Scott concluded: "I believe that for too long we have been too timid in dealing with some tough issues, and we have tended to skirt the problems because of our fear of being accused of violating traditional autonomy. Let us remember that other states have good systems also, and many have structures that allow less autonomy than we do. I firmly believe our institutions should be allowed as much autonomy and flexibility as possible, consistent with good management and accountability practices that will protect our credibility and will assure public confidence. We can do this, and we should" (NCSBCC minutes, 1987e). The Board took no immediate action concerning this second proposal.

Task Force Responds to RTI on FTE

During the May reports of the various standing committees, the Board received an update on the System's unduplicated headcount from a task force which had been appointed to study the recommendations of the Research Triangle Institute's report. The RTI rationale stated in part:

> From the perspective of work load, the FTE is a less meaningful unit of measurement for administrative and support services than head count enrollment. Student services must be provided equitably without regard to the full-time or part-time status of the students.
>
> Funding positions on the basis of FTE therefore results in critical personnel shortfalls in administrative and instructional support, and particularly clerical positions.
>
> In addition, the growing number of adults anticipating or participating in continuing education presents a different population, with different expectations from traditionally younger post-secondary students (NCSBCC minutes, 1987e).

The Board approved revised enrollment estimates for 1987-88 to be submitted to the General Assembly. An overall reduction of 1,688 full-time equivalent students was projected, down 821 in curriculum FTE and down 867 in extension FTE.

Planning Report Addresses Mission

The Department's Office of Planning, directed by Kathryn Baker Smith, presented a three-part report to the State Board during its Policy Committee session in May. One part of the report was entitled "Economic and Demographic Trends," another assessed community college enrollment trends, and another was an analysis of the strengths, weaknesses, opportunities, and threats relating to the System.

This report was also notable for the inclusion of a suggested mission statement, drafted by the Office of Planning:

> The North Carolina Community College System is a statewide organization of public two-year, post-secondary educational institutions with an open-door admissions policy. Its mission is to provide adults across North Carolina with quality and convenient learning opportunities consistent with identified student and community needs. These opportunities are accessible to all adults regardless of age, sex, socio-economic status, ethnic origin, race, religion, or handicap. Educational and training programs are designed to enhance the personal, social, and economic potential of the individual and to produce measurable benefits to the state.
>
> The system fulfills this mission by providing:
>
> Vocational programs and courses for students desiring to prepare for skilled trades or to upgrade their job skills;
>
> Technical programs and courses that meet the career needs of individuals;
>
> Transferrable programs and courses for students desiring to attend a senior college or university;
>
> Special occupational training and upgrading programs and services for businesses, industries, and agencies;
>
> Programs and courses in adult basic education, high school completion, and continuing education;
>
> Counseling, career guidance, job placement services, and other programs essential to developing the potential of individual students;
>
> Programs and services to enrich the quality of community life;
>
> Effective and cooperative relationships with the schools, colleges, universities, government agencies, and employers across the state;
>
> And sound management practices and systematic planning to allocate the resources required to achieve the stated objectives of the North Carolina Community College System (NCSBCC minutes, 1987e).

PLATO Reviewed, Marketing Survey Funded

The Board's Adult and Continuing Education Committee received a report on PLATO, a microcomputer instructional system entitled "Programmed Logic for Automatic-Teaching Operation." The System had become a national leader in 1987 when implementation of the program for ABE purposes had been achieved in each of the 58 local institutions. The technology was made available by action of the State Legislature when a special bill was passed in July, 1985, appropriating $875,000 for the purchase of 1,000 microcomputers and 100 sets of basic skills courseware (NCSBCC minutes, 1987e).

The Board approved a contract to Statistical Analysis Center of Tarboro for statewide marketing surveys of 500 consumers and 50 business and industry contacts. The $8,540 contract called for extensive interviews, compilation of data, and analysis of findings. The first data-based marketing effort undertaken by the System, results would be used as a basis for the development of appropriate strategies by the Department's Statewide Marketing Committee.

The Board also approved a $75,000 allocation to Johnston Technical College from the Board's reserve fund to enable the purchase of trucks and the establishment of five additional training locations to serve 24 students in the Johnston truck driver training program (NCSBCC minutes, 1987e).

Bill Renews Mission Debate

The debate over mission was renewed in late May when a bill with strong legislative backing proposed to enable all 32 technical institutes to become community colleges offering college transfer courses. Representative William T. "Billy" Watkins of Granville sponsored the bill. He said it would not alter the nature of the System because transfer courses would be limited to 15 percent at each school. "Duplication could hamper efforts to improve racial integration in some areas," said Raymond H. Dawson, vice president for academic affairs for the University of North Carolina system ("Panel OKs Changing Technical Schools to Community Colleges," N&O 5/26/87).

Board Chairman John A. Forlines, Jr., and John T. Henley, president of the N. C. Association of Independent Colleges and Universities, said the bill did not pose much of a threat to private two-year colleges ("Community College Bill's Effects Argued," N&O 5/27/87). The House approved the bill on May 28 and sent it to the Senate (N. C. House Passes Technical School Bill," N&O 5/28/87).

Watkins said the technical colleges would gain some measure of prestige with the new titles. Newspaper reporters cited unnamed critics as saying the schools might abandon what they saw as the System's original mission—training workers for specific jobs ("House Backs Tech Schools' Move to Community College Status," N&O 5/29/87).

The bill was soon endorsed by State President Robert W. Scott ("Scott Endorses Bill on Technical Schools," RT 5/30/87). It passed the Legislature on July 3 when the House voted to concur with a Senate amendment: "As amended, the bill allows—but does not require—the colleges to change their titles," commented Representative Watkins ("Legislature Enacts Law on Technical Colleges," N&O 7/4/87).

Commission on the Future Authorized

When the Board met in regular session on June 11, it voted to rescind its action of April 9 which called for charging senior citizens 50 percent of a normal fee for avocational and practical skills courses ("Community Colleges Want Class Fees for the Elderly," 4/10/87). The reversal followed numerous letters and calls to board members and state legislators from citizens ("Free Classes to Continue for Elderly," RT 6/13/87).

The Board also approved the authorization of a Commission on the Future, and established procedure for developing recommendations on long-range issues: (1) establish the Commission and appoint members; (2) provide funding from Board reserve funds and/or private sources; (3) direct the state president to initiate meetings and provide staffing; and (4) require that recommendations and findings be reported to the State Board (NCSBCC minutes, 1987f).

The Department also contracted with the NCSU Center for Urban Affairs to conduct a study entitled "Lifetime Learning: A Study of Retention in the North Carolina Community College System." MDC, Inc., actually performed the research—it involved the study of a select group of students who had left school and another group who had completed their programs. The 64-page report was designed to determine why the "leavers" were not back in school, what both groups were doing, and what plans each group had for education in the future.

Scott Gives Perspective

State President Robert W. Scott announced that the Silver Anniversary Committee had received $60,000 in funding from private sources. He thanked Board members John A. Forlines, Jr., Richard L. Daugherty, Donald C. Eudy, and Barbara K. Allen for assistance in securing these funds, and announced that Jean Perkins of Forsyth Technical College was serving as chairman of a promotions subcommittee for the event (NCSBCC minutes, 1987f).

State President Scott put the year in perspective in a newspaper interview:

> What's happening is...our system has undergone a period of rapid growth, and it took everything we had just to stay on top of that growth. Now the growth is largely behind us and the rate has leveled off. With that comes stability.

He went on to say that none of the problems identified by the state auditor was as serious as the Cape Fear scheme, and that "when you put them in perspective they are not really that big a deal" ("Scott Says Community Colleges Ready to Deal With Growth Problems," 1987).

"Taken as a whole," said Scott, "the department welcomes the report as constructive criticism to ensure that the programs and activities sponsored by the community college system are consistent with the system's mission and goals, and that they demonstrate our commitment to good stewardship of financial resources."

CHAPTER TWENTY-FIVE

FY 1987-88 and Beyond: To Celebrate and Retool

The State Board did not meet in July of 1987, but there was no lack of public interest in System affairs. A report by the Z. Smith Reynolds Foundation entitled, "Continuing the Conversation: Observations and Conclusions About Postsecondary Education in North Carolina," said that North Carolina's Community College System remained misunderstood, underutilized, and underfunded.

The report's primary author, James A. "Dolph" Norton, the president of the University of Virginia's Institute of Government, said:

> The community colleges should be recognized by the General Assembly for the quality work they are doing, and be encouraged to do more of it ("Report Urges More Attention for Community College System," N&O 7/19/87).

Dr. Phail Wynn (see dissertation), president of Durham Technical Institute, attributed the System's low profile and insufficient political clout to being sandwiched between "a true giant like Bill Friday" who had only recently retired after 30 years as president of the UNC system, and former Governor James B. Hunt, Jr., who had championed improvements of the public schools ("Report Urges More Attention for Community College System," N&O 7/19/87).

State Audit Finds No More "Phantom" Classes

"Continuing the Conversation" was released even as the state auditor's review of classes at 21 of the 58 colleges had prompted further inquiry into possible attendance "padding." There was no evidence of further "phantom" operations like that uncovered at Cape Fear in the fall of 1987 ("Community College Classes Still Padded, Audit Shows," N&O 7/10/87), but one version of the accounting had projected a loss of over $3 million ("Money Isn't Cure for Community College System's Ills," N&O 7/30/87).

The continued controversy prompted an editorial reply in *The News and Observer* by President Donald W. Bryant of Carteret Technical College:

> The current situation stems from a failure to understand, fund, or philosophically undergird the North Carolina Community College System.

> This philosophy has never really changed over the years. What has changed are the funding patterns, and operations has a marked tendency to follow funding patterns.
>
> Lawmakers seemingly have not dealt with these issues from a perspective of mission. The philosophy of the system has never been changed. Yet the system has changed because of changes in the funding formulas.
>
> The mission is getting clearer with each passing month. Community colleges will continue their heavy emphasis on vocational, technical, occupational, literacy, and transfer education. All other types of training will pale in significance to these ("Community College as Whipping Boy," N&O 7/19/87).

New Board Members Named

The State Board of Community Colleges met in regular session on August 6, at which time Secretary of State Thad Eure administered the oath of office to newly appointed members Royce N. Angel, Jason R. Parker, Dwight W. Quinn, and C. Lorenzo Shoffner. Reappointed Board member Richard L. Daugherty was also sworn in (NCSBCC minutes, 1987g). Upon a nomination by Barbara K. Allen with a second by Donald C. Eudy, John A. Forlines, Jr., was again unanimously elected as board chairman. Lynn N. Kelso was also unanimously re-elected as vice chairman upon a nomination by Harlan E. Boyles with a second by Barbara K. Allen.

Dr. H. James Owen was approved as president of Piedmont Technical College upon a motion by Harlan E. Boyles with a second by Donald C. Eudy, Dr. G. Herman Porter was approved as president of Wayne Community College upon a motion by Lynn N. Kelso with a second by Eudy, and George M. Fouts was named acting president of Roanoke-Chowan Technical College upon a motion by Joanne W. Bowie with a second by Barbara K. Allen.

Proprietary Licensing, Pharmaceutical Program OK'd

Based on competitive proposals, six new small business centers received $50,000 each for 1987-88, and an additional six were approved for 1988-89.

As required under Article 40, Chapter 115C, of the General Statutes, the State Board approved licensing and relicensing of a number of business, trade, and correspondence schools. This function had been recently assumed from the State Board of Education (NCSBCC minutes, 1987g).

Also, a curriculum in industrial pharmaceutical technology was approved for a consortium composed of Wake Technical College, Nash Community College, and Wilson County Technical College it could be initiated in any of the three locations, then Wake Tech would offer the final year and award the A.A.S. degree (NCSBCC minutes, 1987g).

Commission on the Future Established

On August 6 the Board approved a $333.3 million budget which provided local funding that ranged from $1.04 million to Pamlico Technical College near Arapahoe to $25.46 million at Central Piedmont Community College in Charlotte ("Community Colleges Budget OK'd," N&O 8/7/87:D,24).

Also at the Board meeting a resolution was passed establishing a Commission on the Future of the System (NCSBCC minutes, 1987h). The commission faced serious questions about the System's place in the state's post-high school education hierarchy (see Lassiter dissertation), and how the 58 campuses would fare in the scramble for state money. In a newspaper interview, State President Robert W. Scott had put it in perspective:

> The phenomenal success of community colleges in terms of growth and enrollment is self-evident.
>
> One of the things I fear is that now that we're 25 years old—or soon will be—that we'll become traditional and comfortable and set in our ways. I don't want to see that happen, because it would obscure our vision of what's needed out there. We'd be in danger of losing our vitality.
>
> I don't guess we'll ever have ivy growing around our towers, but we can get some kudzu ("A Case of Acute Growing Pains for State's Community Colleges," N&O 8/2/87:D,1).

Lieutenant Governor Honored

The June 24 roast of Lieutenant Governor Robert B. Jordan, III, netted a total of $2,500 on behalf of the Community College Alumni Association. Additional contributions by Jordan's mother and his sister-in-law had enabled a scholarship in the amount of $3,500 to be established at Montgomery Technical College in his name (NCSBCC minutes, 1987h).

State President Scott noted that the recently formed presidental advisory committee had met during June and July. Also, the annual summer conference for the Presidents Association had been held on July 28-30, and Dr. Bob H. Greene had been elected chairman for 1987-88. One concern which received much discussion was that of attracting and keeping good instructors in a competitive labor market ("Community Colleges Score Below Average in Salaries," RT 8/26/87).

Mission Statement Adopted

The Board next met at Carteret Community College in Morehead City on September 10, hosted by President Donald W. Bryant. Darlene Leonard, a clerk of Superior Court, administered the oath of office to Edward J. High, who had been reappointed by the Senate to a new six-year term. The first item of business was to adopt in full the draft mission statement prepared by the Department's Office of Planning in May, 1987 (NCSBCC minutes, 1987i).

State President Robert W. Scott noted in his report that during the 1987 session of the State Legislature which concluded on August 14, there had been 3,717 bills and resolutions introduced with 879 session laws and resolutions adopted. There were 109 bills introduced which could have potential impact on the Community College System (see Erwin dissertation; Rowe dissertation; Vann dissertation; Wilson dissertation).

Marketing Survey Results Presented

The Governor's Award of Excellence was presented to Dr. Robert A. "Bob" Berlam, the director of Staff Development Services. This award was one of eight annual such awards given in state government (NCSBCC minutes, 1987i).

Rawls Howard of the Statistical Analysis Center presented the findings of the statewide public and business opinion survey conducted during June. The report was based on a telephone poll of 570 randomly selected residential North Carolina citizens stratified by county, and on interviews with representatives of the 50 largest private employers in the state. The executive summary was entitled "This Is What They Told Them...About Us!" (NCSBCC minutes, 1987i). It included graphs which depicted the general perception of the community colleges by gender, region, and age. Such results, along with an occupational breakdown of perceptions about the System, would serve as a basis for a statewide marketing effort.

Board Retreat Held

The State Board meeting on September 10 followed a Wednesday evening social and dinner at the Dunes Club in Atlantic Beach. The Board meeting itself was held at the Crystal Coast Civic Center adjacent to the Carteret Technical College in Morehead City. The annual retreat began Thursday afternoon after the State Board meeting at the Beaufort House in Beaufort. Thursday evening there was a moonlight cruise on the Carolina Princess out of Atlantic Beach, and the retreat continued all day Friday until adjournment on Saturday morning (NCSBCC minutes, 1987ii).

Program Services Reviewed

The State Board of Community Colleges met in regular session on October 8. Bladen Community College, Carteret Community College, Catawba Valley Community College, and Sampson Community College had recently approved name changes as authorized by House Bill 1006 (NCSBCC minutes, 1987j).

At the July 1987 Board meeting the state vice presidents had been directed to conduct a review of all activity in their respective divisions. Vice President for Programs Sanford C. "Sandy" Shugart submitted his report in October. His summary included a review of technical and vocational curriculum programs, college transfer and general education programs, business and industry services, fire training services, and proprietary school licensing.

Cumulative Capital Expenditures Reviewed

Board action taken under the portfolio of the Adult and Continuing Education Committee included approval to provide general educational development instruction and testing services for the North Carolina National Guard. There was also a report on the assessment of PLATO computer-assisted instructional system services by Dr. Donna Hughes, of NCSU's Center for Urban Affairs and Community Services (NCSBCC minutes, 1987j).

The Financial Services Committee action included a report of capital improvement funds expended or obligated by the System since 1963. This report was prepared to show expenditures in four categories per each institution. Total system expenditures amounted to $459,713,895. This was comprised of $250,538,562 in local funds (55 percent), $139,414,606 in state funds (30 percent), $18,640,309 in vocational education dollars (4 percent), and $51,120,418 in other federal funds (11 percent).

Desegregation Evaluation Released by DOE

Reports released by the U. S. Department of Education in October said the System had demonstrated "varying degrees of progress" in achieving certain affirmative action goals. However, in most instances the improvements fell short of goals set out in the Desegregation Plan by the Education Department's Office for Civil Rights. The N. C. Department of Community Colleges awaited final action ("Community Colleges Fail to Meet Goals," N&O 10/14/87:C,1).

High-Tech Hearing Held

U. S. Representative David Price hosted a hearing in his home district of the House Subcommittee on Science, Research, and Technology. The session, held on November 9 at the Microelectronics Center of North Carolina in the Research Triangle Park, addressed rising demands of scientific and technical knowledge.

State President Robert W. Scott was among the 18 education and business leaders scheduled to testify. He addressed the recommended 8.5 percent budget cut in education set forth by the Office of Management and Budget, saying that Congress would commit "nothing less than economic murder" if it chopped at the education budget at a time when demand for educated workers was rising in the burgeoning high-tech workplace ("Scott Lambasts Proposed Cuts in Education," N&O 10/10/87).

Name Changes Proliferate

The State Board met in regular session on November 12 and approved Dr. Harold E. Mitchell as the president of Roanoke-Chowan Community College, and the Board accepted the "North Carolina Vocational Education Performance Report for Program Year 1986-87" prepared by the State Office of Management and Budget (NCSBCC minutes, 1987k).

The Policy Committee noted that 13 local institutions had undergone name changes as recently authorized by House Bill 1006. Eleven more local institutions had announced name changes by the year-end deadline (NCSBCC minutes, 1988a). Prior to the 1987 legislation only 29 schools were already community colleges with college transfer programs. After that legislation 28 more schools either changed to or added the label of "community college." Only one—Wilson County Technical College—chose to retain solely the label of "technical college."

The legislation allowed for the name change, with the approval of local county commissioners, if completed before January ("Wake Tech Will Ask Commissoners to Change Name to Community College," N&O 11/24/87:C,1). The Z. Smith Reynolds Foundation report announced in July, and the 1980 study commission headed by then Duke University President Terry Sanford, had both recommended that all colleges in the System offer transfer programs.

This present effort, however, solely involved a cosmetic name change—only 30 institutions in the system actually offered college transfer programs. Sanford C. "Sandy" Shugart, the Department's Vice President for Programs, reported that in 1985-86 the average transfer enrollment was 5.4 percent at the 26 institutions which then offered the program ("Tech Schools Study Name Change," RT8/26/87).

Vice President Janice Kennedy-Sloan's division report under the Adult Continuing Education Committee portfolio included a review of adult basic education, adult high school programs, general educational development, compensatory education, extension courses, and human resources development (see Summerhill dissertation; Tyndall dissertation). The Committee also received a report prepared by Dr. Leigh H. Hammond which reviewed the student characteristics for the 1985-86 and the 1986-87 school years.

State President Robert W. Scott reported that $3,780,145 in loans from College Foundation, Inc., had been made to 2,614 students in the System during 1986-87. This amounted to 9 percent of the 29,049 loans or grants awarded ($53.9 million), with a loan default ratio of 10.72 percent (NCSBCC minutes, 1987k).

Future Commission Staff Funded

A contract with MDC, Inc., was approved for $106,277 in fiscal year 1988 and $94,057 in fiscal year 1989 to provide staff services for the Commission on the Future. This included the development of agendas and all supporting documentation, collecting and analyzing all available research relating to issues under consideration, handling logistic considerations, convening all task forces and committees, arranging for the drafting and printing of all documents, and coordinating all such activities with the staff of the Department (NCSBCC minutes, 1987k). The Commission's first meeting was later scheduled for January 27-28 (NCSBCC minutes, 1988a).

Commission Members Announced

The 23-member Commission on the Future of the North Carolina Community College System was named at a news conference on November 20. The group, led by CP&L Chairman Sherwood H. Smith, Jr., was charged with meeting over the next 18 months. Staff and research assistance would be provided by MDC, Inc.

State President Robert W. Scott, pointing out that the System needed a hard look because the economy would demand adaptation from its students in the coming years, assured the Commission that no area of scrutiny was off limits in the study ("Panel Will Map Future of Community College System," N&O 11/21/87).

30-Year-Old Program Reviewed

Joseph E. Sturdivant, director of the Department's custom job-training program offered to new and expanding industries, was interviewed in early January about his directive which predates the System by about five years: "We had a large labor force here," he told the *Winston-Salem Journal*,

> but they were largely unskilled. We didn't have a lot of skills and did not have the industrial base to develop the skills. We had to create some kind of new process to train the people ("Enduring State Program Still Brings in Businesses," N&O 1/10/88).

Sturdivant was referring back to the late 1950s when Governor Luther Hodges sought to attract business and industry to a state with a rural history. He said that North Carolina was the first state in the country to offer a training incentive program for businesses, and that the Community College System had since been the chief agent of that effort. Custom assistance was provided wherever more than a dozen jobs would be created. During three decades the program had trained almost 160,000 people for more than 1,400 new or expanding operations. Annual efforts had expanded to an average of 8,000 people in about 100 companies.

Nursing Homes Role Assessed

There was no meeting in December of 1987. The State Board of Community Colleges next met in regular session on January 14, 1988, at which time Dr. E. Douglas Kearney, Jr., was approved as president of Pamlico Community College.

In response to a special provision of the General Assembly, the State Board approved a general policy dealing with the proper role of education for residents of rest and nursing homes. Much of the rationale included reference to a Bill of Rights for the Lifelong Learner issued by the Assembly on Lifelong Learning of the American Association of Community and Junior Colleges. It supported national policy as stated in Title I-B, Section 131(8) of the Higher Education Act of 1981 (NCSBCC minutes, 1988a).

The Board also adopted guidelines for establishing minimum class sizes, and declined to set maximum limits on the number of times a student could take a course ("Colleges' Board Rejects Enrollment Directive," N&O 1/15/88).

Marketing Post Initiated

The title for Cy K. Lynn was changed from Director of Public Information Services to Director of Marketing Services. This signaled a commitment to marketing heretofore unacknowledged by the State Board and the Department of Community Colleges. It provided the implementation of a full-time effort for working collectively and individually with all 58 institutions to develop and carry out systemwide marketing efforts, as well as to provide additional marketing visibility within the Department. Mark Van Sciver was named to follow Lynn as the Director of Public Information Services (NCSBCC minutes, 1988a).

Vice President Leigh H. Hammond presented his overview report in January. It was entitled "The Research and Information Division: A Review of Its Responsibilities, Operations, Problems, and Opportunities."

State President Robert W. Scott noted that the January 18-19 winter conference of the Presidents Association at Sandhills Community College would feature as its keynote speaker Dr. David Bruton, former chairman of the State Board of Education. He also announced that Dr. James Wattenbarger, of the University of Florida, would address a February 10 Presidents Association workshop on community college funding formulas from a national perspective (NCSBCC minutes, 1988a).

Commission Charged With "Paradoxes"

As the Commission on the Future gathered for its first meeting, many local educators were speaking out about position cutbacks due to changes in attendance accounting ("Community College Rule Criticized," N&O 1/24/88). It was just one of many problems which had to be dealt with.

"Instructor turnover is crippling us," said State President Robert W. Scott in addressing the Commission's January 27 session. Scott listed problems ranging from maintenance of campus buildings to lack of funds for counseling, and equipment, and supplies:

> The great strength of our system has been our colleges' ability to respond quickly and efficiently to local community needs. At the same time, we cannot fail to recognize that with 77 percent of its funding coming from the state, the local college must be accountable to the state on where and how funds are spent ("N. C. Community Colleges Underfunded, System President Says," N&O 1/28/88).

In a prepared document Scott listed five relevant issues which he saw as "paradoxes," or philosphical contradictions, that needed to be dealt with: (1) job skills training, but general education; (2) high quality, but affordable access; (3) local flexibility, but state control; (4) unique local needs, but equitably distributed resources; and (5) commendable service, but serious underfunding (see Wiggs dissertation).

Vo-Ed Master Plan Adopted

The State Board of Community Colleges met in regular session on February 11 and adopted an updated master plan for vocational education. The original master plan had been approved in June of 1979 by the State Board of Education, but that one was limited to secondary vocational education only. The State Board of Community Colleges had subsequently received its authority over the plan as a subjugated commitment from the State Board of Education. This updated version encompassed sections for both secondary and post-secondary vocational education. The accompanying executive summary concluded with this statement:

> Vocational education programs, services, and activities will continue to focus on economic development. Some areas for emphasis will include the following: (1) retraining workers, (2) preparing an adequately trained work force, and (3) meeting labor needs of new businesses and industries (NCSBCC minutes, 1988b).

Vice President Thomas C. King, Jr., submitted a report to the Board on the Division of Finance. It included a review of auditing and accounting, departmental services, and property services. Chairman Barbara K. Allen gave a report on the progress of the Silver Anniversary Committee. And Director of Marketing Cy K. Lynn played three one-minute public service announcements which would be available for radio stations beginning in May (NCSBCC minutes, 1988b).

Desegregation Plan Reviewed

State President Robert W. Scott announced at the February Board meeting that no further desegregation measures would be required of the System ("Bennett Says Colleges Meet Civil Rights Laws," N&O 2/11/88). On February 10, said Scott, U. S. Secretary of Education William J. Bennett had pronounced the North Carolina Community College System in substantial compliance with the plan. Scott said:

> But unless I've read this Board wrong, I believe that you and I both know that report doesn't represent an end to our efforts, but rather a call for further action. Since assuming my position in 1983, I have considered meeting and exceeding our desegregation goals to be a top priority in the Department as well as the system.
>
> We must continue to work to bring black faculty and administrators to our campuses. We cannot now settle for the status quo (NCSBCC minutes, 1988b).

President Scott further noted that Governor James G. Martin had declared February to be Community College Month in North Carolina, and that the week of February 7-13 would be known as Vocational Education Week. Russell Swindell conveyed appreciation from the N. C. Vocational Education Association that the Community College System and the Public School System were working together.

Phase One of Long-Range Plan Submitted

When the Board met in regular session on March 10, Dr. H. E. Beam was approved as interim president of Southeastern Community College effective April 1 (NCSBCC minutes, 1988c).

The NCSU Department of Adult and Community College Education received authorization of $40,000 from Board reserve funds to update its 1974 and 1980 community college profile studies. It had also received $20,000 in February to initiate preparation of a 25-year history of the System (NCSBCC minutes, 1988b).

Kathryn Baker Smith, the Department's Director of Planning, presented a copy of the planning document for Phase One of the Long-Range Plan which had been drafted by the steering committee. This plan contained the goals and objectives for the next few years, and the mission statement which had already been formally approved by the Board (NCSBCC minutes, 1988c).

Presidential Selection, DPI Articulation Reviewed

Donald C. Eudy, chairman of the Board's committee on presidential selection and contracts, reported on a candid discussion with five members of the Trustees Association over concerns about the loss of local autonomy. This perception was in the wake of the Board's recent review of its authority in the employment and dismissal process of presidents ("Community Colleges Wrangle Over Method for Picking President," N&O 3/11/88).

Vice President Sanford C. "Sandy" Shugart gave a report prepared by the Task Force on Articulation. Its executive summary included the following statement:

> Where...progress is being made, it is typically a reflection of enlightened leadership in both the local school system and college. However, it is also clear that there is much left to be accomplished (NCSBCC minutes, 1988c).

"Workplace Literacy" Concept Discussed

State President Robert W. Scott announced that six regional meetings had been scheduled to allow for candid discussion of items of mutual concern. Scott also noted that on February 21-23 he and Legislative Assistant Hal Miller had attended the Association of Community College Trustees Legislative Seminar in Washington, D. C. While in Washington they had met with members of the North Carolina Congressional delegation to discuss federal legislation and how it was affecting North Carolina (NCSBCC minutes, 1988c).

Scott reviewed first draft recommendations of the Governor's Literacy Commission which met on March 3. These included improved funding for adult basic education, improved coordination among deliverers of adult basic education services in the state, and provisions for a new concept called "Workplace Literacy" where jobs would be evaluated according to required literacy skills.

The Board concluded its March session by passing a resolution in memory of Nathaniel Elton Aydlett,

> a charter member of the State Board of Community Colleges who served the people of North Carolina for nearly three years as a strong advocate and dedicated leader of the community college movement (NCSBCC minutes, 1988c).

Adult Literacy Needs Redefined

On Wednesday evening, April 13, the Wilson County Technical College Foundation hosted a dinner in honor of Branch Banking and Trust Company, the primary corporate sponsor for the System's silver anniversary activities. Board Chairman John A. Forlines, Jr., presented a plaque to Vincent Lowe, the chairman and chief executive officer of BB&T, as a token of appreciation from the State Board (NCSBCC minutes, 1988d).

The Board met at Wilson County Technical College on April 14. Dr. Lonnie H. Blizzard (see dissertation) was approved as president of Lenoir Community College effective July 1, and Dr. Larry Linker was approved as president of Randolph Community College effective July 1.

The Board approved the Long-Range Plan, "Planning for our Future Phase One: Setting the Direction." Part of that look to the future was a redefinition of literacy (see Chalmers dissertation; Colquitt-Wilkins dissertation; Knox dissertation; Lilley dissertation). In a news conference on Wednesday the term was expanded to include unenrolled citizens 16 years of age or older without a high school diploma. Previously the definition had only aimed at adults over 25 with an eighth-grade education or less. Based on the former definition, 835,620 North Carolinians (25 percent of those over age 25) were illiterate; based on the new definition, almost 1.7 million North Carolinians were illiterate (40 percent of those over age 16). "The job is huge," said State President Robert W. Scott, "it's bigger than we thought it was" ("Officials Say 1.7 Million in N. C. Need Literacy Training," 1988).

Annual State President Review Implemented

In accordance with a request from Governor James G. Martin, the State Board approved the addition of $2 million to its expansion budget request. This was designated for a new industry program entitled Focused Industrial Training. The Board also approved an additional $1 million request in its expansion budget for start-up money for new curriculum programs (NCSBCC minutes, 1988d).

Board Vice Chairman Lynn N. Kelso, acting as chairman of the Personnel Committee, presented a proposed performance evaluation instrument (see Brenneman dissertation; Hamil dissertation) for the position of state president of the North Carolina Community College System. The implementation process would allow for an annual evaluation during May of each year. The first report was scheduled for May of 1989.

National Community Colleges Report Released

In late April, in conjunction with the annual convention of the American Association of Community and Junior Colleges in Las Vegas, the national Commission on the Future of Community Colleges issued its report entitled "Building Communities: A Vision for a New Century." It said that one half of all students attending higher education in the United States were doing so at community colleges. It proposed a reduction of the high school dropout rate, more support services, and implementaton of a curriculum which included non-Western cultures.

The report, authored by a panel headed by Ernest L. Boyer, former U. S. commissioner of education and president of the Carnegie Foundation for the Advancement of Teaching, concluded that most states funded their community colleges with "budget leftovers." State President Robert W. Scott commented on the report by complimenting North Carolina's General Assembly, saying, "We always need more money for the latest equipment and to provide the salaries for competent instructors, but they've been, on the whole, good to us" ("Community Colleges Called Misunderstood," N&O 4/20/88).

Anniversary Kickoff Held

The Board met at the Radisson Plaza Hotel in Raleigh on Wednesday, May 18, during the week of kickoff activities for the 25th anniversary year. In commemoration of the occasion, and in celebration of being the third largest system of community colleges in the nation (with 58 campuses enrolling more than 600,000 students), each Board member was presented with a silver goblet manufactured by robots at Haywood Community College (NCSBCC minutes, 1988e).

Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, gave the keynote address before 1,000 educators and business leaders at the Raleigh Civic Center on Monday evening, May 16. Placing a premium on the revitalization of an "eroding sense of community" in schools across the country, he said that community colleges should promote excellent teaching "to make the classroom a community of learning" ("Good Teaching Called Key for Community Colleges," N&O 5/17/88:C,1).

The festivities began in an atmosphere of renewed concern over the System being underfunded and misunderstood. The concern was precipitated by release of "The Bridge to the Next Century," a 24-page report prepared for the Commission on the Future by a six-member panel of educators, economists, and business leaders from outside the state. The report concluded that just as community colleges were called on decades ago to retrain workers for manufacturing jobs, they soon would be called on to retrain workers for high-tech jobs. It recommended that North Carolina streamline its focus in community colleges: that the System should stop trying to be all things to all people, and concentrate primarily on providing adults with the basic academic, vocational, and technical skills they would need to get jobs of the future ("Community Colleges Suffer Identity Crises," N&O 5/15/88).

Plan to Name Local Presidents Abandoned

At the May meeting, the Board approved a process for selection of the new presidents by local boards of trustees (see Reavis dissertation; Russell dissertation), abandoning a plan to give the system president the power to name local presidents, a plan nearly identical to one used by the University System. It amounted to a compromise in a three-month tug-of-war between Department officials and the approximately 700 local trustees ("Community College Board Compromises," RT 5/6/88).

In addition to concern over some measure of statewide uniformity in presidential credentials, Board members had wanted to get away from the previous format which had placed them in the awkward position of rubber-stamping the trustees' nominee ("Community College Board Offers New President-Selection Proposal," N&O 5/6/88).

Mitchell Situation Addressed

At the May meeting, Dr. Elton L. Newbern, Jr., was approved as president of Halifax Community College, and Dr. Cuyler Dunbar was approved as president of Catawba Valley Community College (NCSBCC minutes, 1988e).

The Board voted to direct Mitchell Community College in Statesville to immediately evaluate its current status regarding racial issues on campus ("Community College Gets Ultimatum," 1988). It was further requested of the local institution that relevant information and data be provided to the State Board regarding all aspects of the issue, and that the local trustees adopt a plan of action within 60 days (NCSBCC minutes, 1988e).

In related discussion, State President Robert W. Scott noted that although the U. S. Office for Civil Rights no longer required a desegregation plan, the department should maintain one. The Board passed his recommendation.

Marketing Program Budgeted

A budget transfer of $480,000 for a statewide marketing program was approved by the state budget office. The marketing effort would begin in August with electronic and news media (NCSBCC minutes, 1988e). In the interim, the Commission on the Future would hold four public hearings across the state: at Fayetteville on June 8; at Durham on June 13; at Jamestown on June 15; and at Asheville on June 23 ("Panel Plans Four Hearings to Quarry Ideas on Community College Needs," 1988).

Silver anniversary activities chairman Hal M. Miller and vice chairman Helen B. Dowdy were recognized for their long hours and hard work in planning and implementing events. It was pointed out that their efforts had been accomplished in addition to regular duties. The Board directed that a formal resolution of appreciation be prepared for adoption at the June meeting (NCSBCC minutes, 1988e).

A May report from the NCSU Center for Urban Affairs and Community Services called for increased involvement of business and industry in battling illiteracy ("Report Seeks More Aid in Combating Illiteracy," N&O 5/19/88).

Marketing Videos Presented

The Board met in regular session on June 9. Chairman John A. Forlines, Jr., congratulated Helen B. Dowdy on being selected Tarheel of the Week by *The News & Observer* on June 5, 1988. A videotape about the System which had been produced by Carolina Power and Light Company was presented to the Board by Director of Planning Kathryn Baker Smith. Director of Marketing Cy K. Lynn presented six 30-second public announcement videos (NCSBCC minutes, 1988f).

Dr. James LeRoy Henderson (see dissertation), retiring president of Coastal Carolina Community College in Jacksonville, expressed appreciation for his opportunity to serve the system for 25 years, and commended the Board upon its governance. He also urged Board members to continue granting maximum autonomy to local boards of trustees. The Board then approved John G. Gay to serve as interim president effective on Henderson's July 1 retirement date. W. Michael Reaves was approved as president of Brunswick Community College effective May 12. Robert E. Paap was approved as interim president during the month of July at Catawba Valley Community College pending the arrival of newly appointed president, Dr. Cuyler Dunbar.

Nursing Shortage Addressed

In June, Vice President Sanford C. "Sandy" Shugart delivered a report entitled "The Community College System and the Critical Shortage of Nurses in North Carolina." The introduction noted a deficit of nurses and other allied health personnel in both the state and the nation (NCSBCC minutes, 1988f).

In 1987, the System offered associate degree programs in 46 of the 58 institutions. These programs graduated more than 1,100 students, 95 percent of whom passed the licensing examination. In addition, 26 institutions offered the diploma program for practical nursing (LPN), graduating 483 students. Together, these programs represented a substantial portion of the System's overall educational programs; fully 15 percent of the full-time faculty in the community colleges were nursing faculty.

The report stated that the System could enroll as many as 800 additional nursing students without adding any new programs. It called for aggressively recruiting students through scholarship support, direct contact, and public information (marketing) campaigns (NCSBCC minutes, 1988f).

Governor's Literacy Commission Meets

State President Robert W. Scott reported on a meeting of the Governor's Commission on Literacy chaired by former University System president William C. Friday. The final report of Friday's task force was not due for several weeks, but it had already called for establishment of a 22-member Advisory Council on Literacy. In a newspaper interview, Friday stated:

> There needs to be much greater coordination of effort and much deeper awareness of how serious the problem is. The study makes it quite clear that we're interdependent. What happens to us as individuals happens to all of us.
>
> We will not rise to the fullest realization of what we are in North Carolina until we solve this problem and solve it in a lasting sort of way ("Plan for Council on Illiteracy Irritates Community Colleges," 1988).

State President Robert W. Scott noted that the Board could generally support the majority of the report, with the exception of a few factual errors and omissions. Its tone, however, was not necessarily positive to community colleges in the sense that the System had not been given credit for what it had done, and was continuing to do, in adult literacy training (see Lassiter dissertation; Mayo dissertation).

Scott said that questions had also been raised about the role of the proposed Office of Adult Literacy in the Department of Administration, and that it appeared an effort would be made to move policymaking for literacy training from the State Board of Community Colleges to the Department of Administration (NCSBCC minutes, 1988f).

Legislative Prospects Reviewed

In his legislative report President Scott said he expected a 4.5 percent salary increase for teachers and state employees, and noted that Roger W. Bone, Hal M. Miller, Thomas C. King, Jr., and Edward H. Wilson, Jr., were "fighting a day-to-day, hour-to-hour, rear-guard action to protect our present funding levels" (NCSBCC minutes, 1988f).

Scott noted that during the previous fiscal year the General Assembly had appropriated money to operate community colleges based on 88,000 curriculum and 46,000 extension FTE, but enrollments had not materialized at that level. Accordingly, aproximately $11.9 miillion would revert to the State's general fund and be reappropriated elsewhere in state government. The team effort underway included a request that the Legislature allow the State Board to reprogram that $11.9 million within the Community College System, something that had never been done before:

> The outcome of our request is very much in the balance. The House leadership seems willing, but the Senate leadership has not yet been willing to let us keep the money. We will probably know next week. If we are successful practically all will be reprogrammed by this board back to the colleges (NCSBCC minutes, 1988f).

Commission Hears Presidents and Trustees

Sherwood H. Smith, Jr., chairman of the Commission on the Future of North Carolina Community College System, gave a summary of the activities of the Commission when the State Board met in regular session on July 7 (NCSBCC minutes, 1988g).

Smith's remarks followed by less than two weeks a meeting of the Commission with campus presidents and trustees. They had generally attacked moves to centralize governance: "This is folly," said William M. Claytor, chairman of the board of trustees at Central Piedmont Community College,

> and if permitted, will serve to destroy the strength of the N. C. Community College System ("Community College Officials Urge Greater Funding," N&O 6/28/88).

The presidents and trustees had also generally called for revision of the FTE formula, initiated in 1965, as outmoded and possibly counterproductive. Charles B. McIntyre, president of Edgecombe Community College, said that the formula had once been considered the most equitable way of distributing state money among dozens of schools, but that today it simply "triggered an FTE chase" which subverted academic priorities.

Dr. W. Dallas Herring, former State Board of Education chairman, one of the founders of the System and of the FTE formula, urged members not to tamper with the current method of funding. He worried that pursuit of funding according to the cost of programs would result in generating

> only the prestigious, expensive programs, with the result that thousands with less expensive needs will be neglected.
>
> These institutions are not graduate schools for the elite. They are the working man's university ("Community College Officials Urge Greater Funding," N&O 6/28/88).

Budget Prospects Reviewed, Increase Expected

At the July Board meeting, Ronald K. Lingle was named president of Coastal Carolina Community College effective August 15 (NCSBCC minutes, 1988g).

Roger W. Bone, the Department's legislative liaison, gave a brief summary of activities in the General Assembly, noting that the Board would be allowed to keep the nearly $12 million that would ordinarily revert to the general fund because of declining enrollments. Said Bone,

> That $11.9 million came hard. It is a major victory for us this year. I think we've gotten our share, and I think we've gained strength and credibility with the legislators ("Community Colleges Get OK to Keep Excess Money," N&O 7/8/88).

Bone also said he expected the Board to receive about $9 million for new construction projects, and $1 million for a special reserve fund to be used, in part, for pilot programs in several colleges (NCSBCC minutes, 1988g).

Friday and Scott Address Commission

The Board did not meet in August, but State President Robert W. Scott was joined on August 24 by William C. Friday, former president of the University System, in addressing members of the Commission on the Future. Currently president of the William R. Kenan Jr. Fund, and chairman of the Rural Economic Development Corporation, Friday cited bleak statistics about poverty and illiteracy rates in North Carolina. He stressed that the two-year colleges should work to develop the state's supply of "human capital," and he emphasized the importance of refining the System's mission:

> You can't be all things to all people. That day is over ("Community College Chief Asks for Increased Funding," N&O 8/25/88).

Scott expressed concern with a possible compromise in quality brought about by having to attract faculty with less than adequate salaries, and he called for funding increases which would raise per-student expenditures from $3,321 to the national average of $4,439. One month later, the State Board of Community Colleges, meeting in Asheville, agreed to address that imbalance by seeking nearly $124 million in funding for the next biennium from the General Assembly ("N. C. Community College Board to Seek $124 Million," N&O 9/9/88).

National Group Hosted, Annual Retreat Held

State President Robert W. Scott and staff members of the Department served as hosts to a July 31-August 2 summer conference meeting of the National Council of State Directors for Community and Junior Colleges (NCSDCJC) at the Grove Park Inn in Asheville. The Board returned to the same location to conduct a working retreat September 9-10, and to meet in regular session at Asheville Buncombe Technical Community College on September 8 (NCSBCC minutes, 1988i).

Informal comments among Board members included discussion of reports from the national standardized nursing exam. Nursing graduates of two-year associate degree programs in the System had again, for the third year, outperformed graduates of four-year bachelor degree programs in the University system ("Two-Year Schools Best on Nursing Exam," N&O 10/10/88).

Student Telephone Poll Approved

In September, Dr. Stephen C. Scott was approved as president of Southeastern Community College, and the Board authorized a letter of appreciation to Edward Beam for his service as interim president there during the search process.

The Board amended its student profile study contract with the NCSU Department of Adult and Community College Education by providing for $55,426 in additional funding through June 26, 1989; in July it had extended that department $20,000 through December for work on a 25-year history of the System (NCSBCC minutes 1988g).

The Board also approved a contract with the NCSU Center for Urban Affairs and Community Services to conduct a telephone poll as a follow-up of students who were enrolled in selected institutions during the 1987-88 program year, but who did not return for the 1988 fall quarter. This funding of $62,453 would come from the federal vocational education budget (NCSBCC minutes, 1988i).

Statewide Ad Campaign Previewed

Charles Price, president of Price/McNabb Company of Asheville, and Cy K. Lynn, the Department's director of marketing services, gave a progress report on the new statewide advertising campaign which was scheduled to promote the System (see Blake dissertation). The $485,000 campaign would feature a coordinated schedule of television, radio, and print ads:

> A lot of people still aren't aware of what community colleges are in North Carolina,

said Mark Van Sciver, the Department's director of public affairs ("Price/McNabb Gets Community College Account," N&O 7/21/88).

Lynn, in a follow-up newspaper interview, explained that the campaign was prompted by the 1987 statewide survey which revealed ignorance among an important group of potential students:

> The younger, less-affluent folks had the least information about the services we can provide.
>
> National studies show that by 1990, 75 percent of all new jobs available will require new training beyond high school. That's a pretty sobering thought when you consider that in North Carolina there are 1.7 million residents older than 15 who have not enrolled in high school or...finished. That's a massive number of the work force ("Ad Drive to Promote Community

Colleges," N&O 7/22/88).

Price and Lynn showed videotapes of the television advertising, and played cassettes of radio commercials for the Board using equipment that had been provided by the host institution, Asheville-Buncombe Technical Community College (NCSBCC minutes, 1988i).

Funding for Commercial Schools Opposed

State President Robert W. Scott expressed a concern that proprietary schools were making an effort to request state assistance for tuition. Beginning in January 1989, the N. C. Association of Independent Colleges and Schools, on behalf of owners of for-profit schools, planned to lobby the State Legislature for $1,100-per-student subsidies ("Commercial Schools Hope for Grants," N&O 7/17/88).

President Scott also announced the reestablishment of the Department's Affirmative Action Advisory Committee, noted that the University System had proposed a new set of minimum admission standards to become effective in 1991, and pointed out that, in response to an emphasis on institutional effectiveness being promoted by the Southern Association of Colleges and Schools (SACS), $2.56 million had been requested from the Legislature to provide a full-time person in each local institution (NCSBCC minutes, 1988i).

UNC-TV Co-sponsors NNS for SBCs

When the State Board met in regular session on October 13, Dr. Neill McLeod presented a report on reaffirmation visits to seven North Carolina community colleges by the Southern Association of Colleges and Schools (NCSBCC minutes, 1988j). George J. Soos of Central Piedmont Community College received the third annual award presented by the Board for excellence in teaching, and received an accompanying check for $1,500 from First Union National Bank. Four other finalists received checks for $250 each.

The director of the University of North Carolina Center for Public Television, Jake Dunlop, notified the Board that UNC-TV would join with the Department to co-sponsor memberships in the Public Broadcasting System's national narrowcast services (NNS) for all local small business centers. NNS programming would thus be received at the local institutions, providing a wide selection of training experiences through video conferencing. The 50 small business centers could then offer these programs to local businesses and industries.

In other action, consistent with Senate Bill 237, the Board approved expansion of the Focused Industrial Training program (FIT). This involved a $500,000 appropriation from the Worker Training Trust Fund to the Department; this would provide $10,000 funding to each of 19 existing FIT centers, an additional

$37,500 each for five new centers, and a reserve for special projects with statewide implications (NCSBCC minutes, 1988j).

Kennedy Center Gala Funded

Board member Barbara K. Allen, the chairman of the Silver Anniversary Committee, announced that American Express had donated approximately $15,000 to sponsor a production at the Washington, D. C., Kennedy Center for the Performing Arts on February 26, 1989. The event, entitled "Night of the Arts," was to feature visiting artists from community colleges in North Carolina (NCSBCC minutes, 1988j).

State President Robert W. Scott announced in October that the Legislature's Advisory Budget Commission had recently visited 13 community colleges, one of which was Asheville-Buncombe Technical Community College. Scott had presented the Board's 1989-91 budget request to the ABC at a luncheon immediately following the September Board meeting. Presentation of that budget was facilitated by a brochure entitled "Retooling for the Year 2000" which had been prepared by Mark Van Sciver and the Department's public affairs staff.

Commission Report Set for February

The Board was informed in October that *The News and Observer* had recently published a story comparing test scores on nursing board examinations, and that the two-year community college students had received a higher percentage of passing grades than the four-year University of North Carolina students (NCSBCC minutes, 1988j).

Also, Board members were informed that the Commission on the Future planned to present its final report at the Board's February 9, 1989, meeting. However, a preliminary report was to be issued by Sherwood H. Smith, Jr., at a news conference on December 15, 1988.

Fair Exhibit Wins Award

The System's exhibit won top honors as the best educational exhibit at the 1988 State Fair, and generated a cash prize of $5,600 from Commissioner of Agriculture Jim Graham. At the November 10 Board meeting, State President Robert W. Scott expressed appreciation to Hal M. Miller and Jane Mosley for their roles in coordinating preparation of the exhibit (NCSBCC minutes, 1988k).

Department Vice President Leigh H. Hammond and local president Charles Poindexter introduced Samuel B. Tate to the Board at the November meeting. The new director of minority affairs for Mitchell Community College, Tate gave a report on the improved racial situation on campus and reviewed efforts of a recruitment campaign. Jane Hawthorne, chairman of the local board of trustees, assured the State Board that the local trustees were dedicated to solving problems at the college.

System Growth Posed

As there was no December meeting, President Scott concluded his formal remarks for the year by addressing two issues for future Board discussion. One concerned the area of personnel policies, and the lack of uniformity among institutions.

Another issue concerned System expansion (see Byrd dissertation). Central Piedmont Community College was cited as an example of a constrained metropolitan facility which might have to become a multi-campus institution in order to handle future growth; Caldwell Community College and Technical Institute was discussed as an example of an institution serving two counties; and it was noted that the Watauga Board of County Commissioners had recently approved 39 acres for a permanent campus in a county where there was no community college or technical institute (enrollment growth and projected growth justified this purchase). Also, a number of colleges already served satellite areas.

They might all be asking the General Assembly for money to establish programs, said Scott. The pending questions for the Board were: How do we fund to meet these needs? Will extension units eventually become free standing colleges?

CODA

PRELIMINARY REPORT OF THE COMMISSION ON THE FUTURE:

A Statement by Sherwood H. Smith, Jr.

December 15, 1988

"North Carolina's community colleges in many ways have done an outstanding job over the years in helping the state move from a largely rural economy to a modern, diversified economy. Their success has attracted national attention, and they have served as a model for other systems in the country. They have served the state well during this time.

"The state's economy, however, is in the process of a continuing change. We must be competitive on an international, as well as a national basis. North Carolina's economic growth and progress in a very competitive world will depend upon the education and skills of our people. Already, the rapid pace of technological change has produced a widening gap between many requirements of the workplace and the educational attainment and job skills of workers. As we look to the future, we see continued changes.

- There will be continued rapid technological change.
- The level of skills needed by workers will increase.
- Skills needed in many jobs will become obsolete during the worker's lifetime.
- Workers who lack basic educational and workplace skills will find increasingly fewer employment opportunities, if any.

"The state's community colleges will have to grow and adapt to meet the changing needs of the state's workforce. As the primary deliverer of adult educational programs, the community colleges must provide a variety of training, including training in the basic skills workers need to enter the job market. We must increase the resources invested in this system. If we do so, the economic and social returns can be great. If we do not, then our economy is likely to stratify, with many areas and many people left with little employment or with underemployment.

"If the community colleges are to meet this challenge, they will have to strengthen their traditional role of providing job skill training and adult general education. Our commission believes that they will have to be aggressive in identifying and reaching out to those who need basic skills and educational training, that they will have to work closely with employers to assure that they are meeting the needs of employers, and that they will have to assess and identify emerging employment needs so that they can prepare students for jobs in the future.

"The clear message to our state, and to its community colleges, is that Business As Usual will not work for education. We are facing fundamental changes in our economy. We must be prepared to compete in a global marketplace. Our businesses must adapt to meet the needs of those who work in North Carolina business and industry. As a state, we should be glad to invest where there will be an immediate and substantial payoff. An investment in the community college system can produce the most immediate economic and social return of any investment we can make in education.

"If North Carolina's community colleges are to meet these needs, they must:

- Provide quality education and training that leads to placement in jobs, the ability to obtain further education, and an increase in productivity.
- Renew and expand on their historic commitment to economic development, with expansion of services to existing industries and a greater effort in the development of small businesses.
- Have an aggressive, coordinated system of recruiting, assessing and career planning for each student. The emphasis will need to be on increasing the student pool by reaching additional numbers of the undereducated and underskilled.

"Our final detailed report will be delivered to the State Board in February. This report will contain a number of specific recommendations. They can be summarized into the following basic areas. We will recommend that:

- The North Carolina Community College System must provide high quality teaching, programs and support services for students, and expand access to the system.
- Our community colleges must receive an increase in funding tied to stronger accountabilities for the results achieved.
- Our community colleges should emphasize, for those who need such, the opportunity to learn basic English, mathematics, and conceptual thinking skills that will be demanded by the workplace of the future.

- Community colleges should reaffirm their commitment to building state and local economies through spreading new technology into the workplace, and by supporting the development of small businesses.
- Community colleges should build strong partnerships with public schools and with other institutions of higher learning to establish a comprehensive education system that is responsive to all North Carolina's needs.
- The relationship between the individual colleges and the State Board and the Department of Community Colleges staff must be clarified so that there can be flexibility for local institutions on the basis that there is a system of accountability for results.
- The state system and individual colleges need to expand the development of strong faculty and administrative leadership to meet the challenges of the future.

"The changes we propose require increased management flexibility and increased resources. In turn, there should be increased accountability. We have the system in place to meet many of the needs of our state. What we are proposing is that the system be modified and strengthened to better meet the challenges of the future."

Commission on the Future of the North Carolina Community College System, 1988

Sherwood H. Smith, Jr., Chairman

Daniel T. Blue, Jr.
Charles Branford
Keith H. Brodie
Robert F. Burgin
J. Parker Chesson
Ivie L. Clayton
J. Richard Conder
Katie Dorsett
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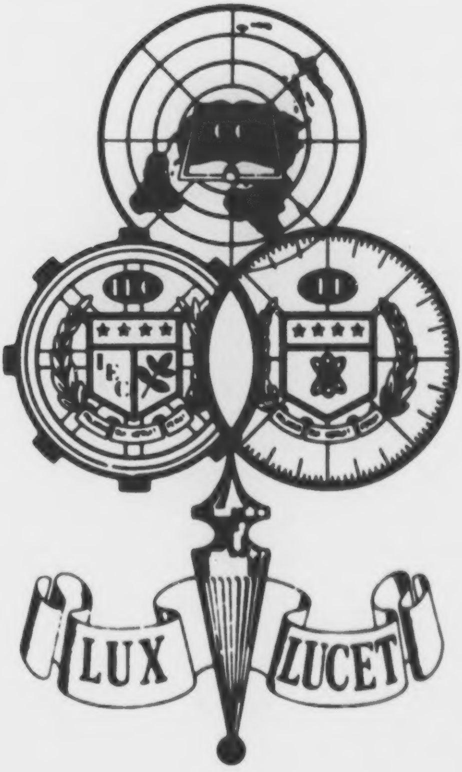
John T. McNair
Martin L. Nesbitt
D. Wayne Peterson
Clyde J. Rhyne
Harry F. Shaw
Janie Britt Silver
Marvin M. Ward
Winifred Wood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AFTERWORD

by Ben E. Fountain, Jr.

The "opening of the golden door" of learning for all adult citizens in North Carolina in the mid and latter twentieth century is a culmination of expanding opportunity in state public education.

North Carolina's first constitution in 1776 provided for legislative creation of a public university and public schools. The University of North Carolina first opened its doors to students in 1795. A public school literary fund was established in 1825.

The first public school law was passed in 1839. One-hundred-twenty-four years later the General Assembly enacted in 1963 a community college act. The 1963 legislation, unlike a previous Community College Act of 1957, provided for two-year colleges offering "comprehensive" educational programs and "open" admission for adults.

Overall enrollment in all two-year colleges in the state was less than 100 in 1920. The total was just over 6,700 in 1956. Ten years later, in 1966, the Community College System alone enrolled over 166,000 (the equivalent of more than 120,000 full-time students). This rapid growth in enrollment illustrates the response of North Carolina citizens to the 1963 Community College Act.

System enrollment reached approximately 600, 000 (i.e., 120,000 full-time equivalent students) in the early and mid-1980's. Each year North Carolina's community colleges serve about ten percent of the total population.

Universal post-high school educational opportunity for adults is the achievement of the twenty-five year history of the North Carolina Community College System. The 58 campuses are realizing the role described by early advocates and leaders—bridging the gap between the graded schools and traditional higher education.

Jon Wiggs, as a doctoral candidate in the Department of Adult and Community College Education at North Carolina State University, has surveyed the history of the first twenty-five years of the system in this book. The task of researchers and writers of the years to come will be to examine in more detail and to analyze critically the manifold elements which contribute to the story of this first quarter-century. I hope that his prodigious effort during the past twelve months will serve as a base and a stimulus scholars and others to contribute to a greater collective understanding of this state's "comprehensive" undertaking.

The twenty-sixth year of the North Carolina Community College System began with a look ahead in response to the changing social environment. The Report of the Commission on the Future of the North Carolina Community College System, *Gaining the Competitive Edge: The Challenge to North*

Carolina's Community Colleges, was released on February 9, 1989. It declared at the outset that a passive "open door" admission policy will be inadequate for future community college education. The goals and recommendations of this commission are addressed to moving community colleges beyond "universal opportunity" for adult education to "universal education" for all adults.

Benjamin Eagles Fountain, Jr.
Department of Adult and Community College Education
North Carolina State University
Raleigh, North Carolina
February 11, 1989

REFERENCES

The preceding text includes frequent *in situ* citations for specific articles out of *The News and Observer* and *The Raleigh Times* from January of 1963 through December of 1988. Clippings for the period 1963-1977 are indexed and available on microfilm at the North Carolina State Library. Clippings for the period 1978-1985 are available on microfische from *The News and Observer*. Clippings for the period 1985-1988 are available from the Cameron Village Branch of Wake County Public Library.

The bibliography for this research includes a section entilted *Special References for issues of 'The Open Door'* (see page 421) covering all issues (March-May of 1965, Volume I, Number 1, through Fall-Winter 1980, Volume XVI, Number 1). Several articles are cited *in situ* herein. With the exception of one missing installment (Volume II, Number 1), original copies of these issues are on reserve at the North Carolina State Library.

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A Key Word Index for the Bibliography of Selected Dissertations

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articulation (see transfers) - Andrews, Roy, Woelfer, Johnson
black students (see desegregation) - Robinson
community service - Barber, J. Barrett, Kerwin, McGinnis, Odham, Perry, Rollins, Southerland
counsellor - Crosby, Lykins, McLeod, Parker, Powell, Ramp, Roberson, Thomas
curriculum - Armfield, Chesson, Hardy, Price, Starling, West
desegregation (see black students) - Benfield, Jenkins
environment (local campus) - Jones
evaluation - Brenneman, Hamil, Kemp, Richardson, Snyder
faculty - T. Barrett, Barrier, Burks, Champion, Clay, Cox, Cooke, Eaves, Edmundson, Ellerbe, Frazier, Gloster, Hessenflow, Kherlopian, Vairo, White, Wood, Wynn
female - Gardner, Jones, Goode
General Assembly - Erwin, Rowe, Vann, Wilson
history - Lochra, Mayberry, Prince, Segner
human resources development - Summerhill, Tyndall
industrial arts - Barrier, Fisher, Waldroup
linkages - Brooks, Bryan, Cole, Dunn, Hockaday, O. Johnson, Mayo, Tart, W. Thomas, Fearing, Fritz, Shearon
learning resource centers - Clark, Thompkins
local colleges - Blizzard, Townsend
local presidents (leaders) - Ballard, N. Bell, Davis, Fuqua, M. Henderson, Madison, Martin, G. Phillips, Propst, Redd, Strickland, Thigpen, Widmer
locate campuses - Byrd
non-credit - Howell, Phillips
NCSU - Fearing, Fritz, Lanier
occupational education - Brock, Campbell, Everett, Uche
planning - Allred, Blake, Tollefson
prisons - Curry, Lindsey
system - Boyer, Currin, Harper, Lassiter, Oliver, Stroud, Templin
students - Bell, Bolick, Cockerill, Daniel, Emerson, Goode, Jones, Pennington, Poindexter, Satterfield, Smith, Swain, Templin, Widenhouse, T. Williams
transfers (see articulation) - Boyd, Dawson, Eckard, Henderson, Stirewalt, Taylor
trustee boards - Reavis, Russell, Sharrock, Winner
vocational students - J. Howell

Chronological Index for the Bibliography of Selected Dissertations

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